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This document consists of a summary of the findings and recommendations of an independent city-wide commission studying Detroit's school needs (as of 1958). The information is presented under the rubrics of school program (curriculum), personnel, school community relations, school plant, and finance. Each section contains detailed recommendations and "highlights" of factual data. (NH)

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FINDINGS AND RECOMMENDATIONS
(ABRIDGED) OF THE
CITIZENS ADVISORY COMMITTEE ON SCHOOL NEEDS
DETROIT, MICHIGAN

CURRICULUM
PERSONNEL
COMMUNITY
SCHOOL PLANT
FINANCE

EQUAL EDUCATIONAL OPPORTUNITIES
PROGRAM COLLECTION

UD 007 886

Office of Education-EEOP
Research and Materials Branch

FINDINGS and RECOMMENDATIONS

(ABRIDGED)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

EQUAL EDUCATIONAL OPPORTUNITIES
PROGRAM COLLECTION

OF THE

CITY-WIDE

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Citizens Advisory Committee on School Needs

NOVEMBER 1958

GEORGE ROMNEY, *Chairman*
EDWARD L. CUSHMAN, *Vice-Chairman*

The complete RECOMMENDATIONS from the full report are reprinted in this volume.

HIGHLIGHTS, including some newer data, are substituted for the extensive FACT-FINDING REPORTS.

ESTABLISHED 1957 BY
THE BOARD OF EDUCATION OF THE CITY OF DETROIT

Office of Education-EEOP
Research and Materials Branch

UD 007 886

ORIGINAL LETTER OF INVITATION
TO CITIZENS WHO SERVED ON THE COMMITTEE

January 1957

Dear Citizen:

The Board of Education is convinced that one of the most important jobs for the City of Detroit is to develop an adequate program of education for the years ahead. It is, therefore, appointing a city-wide Committee and eight Regional Citizens Advisory Committees on School Needs. These committees are asked to study the school needs of the community, then to formulate recommendations to the Board of Education as to the school services and facilities which they believe Detroit should have. The enclosed statements give the background and proposed procedures more fully.

I have been authorized by the Board of Education to invite you to serve on this committee.

I know that there are many pressures on your time. I hope, however, that this opportunity to contribute to the welfare of public education in Detroit through service on the committee will appeal enough to secure your acceptance of this invitation.

Sincerely yours,

William D. Merrifield
President, Board of Education (1956-57)

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Foreword

Those of us who have been fortunate enough to work on this report are particularly aware that present deficiencies in the Detroit school system result as much, if not more, from the lack of citizen and parent interest as from the other influences that confront us with our growing educational crisis. It is our fervent hope that this experience and this report will arouse greater interest and participation by other Detroiters in the education of their children. Detroit and the nation will continue to rise or fall on the basis of the ability of our schools to educate our children.

The educational crisis we face is not primarily the result of Russian progress, or American educational concepts and experimentation, or citizen apathy and excessive delegation of responsibility to schools for the life preparation of children. While each of these things is sufficient to produce a serious educational problem, Detroit is confronted as no other city in the world, with the breath-taking speed with which we are moving into a new scientific and technological age—an age that will make or break Detroit's position as the economic symbol of freedom and the arsenal of liberty. Detroit has already ceased to be the actual producer of motor vehicles for the world.

Detroit's primary role today lies in the research, development, organization and management of production across the nation and in a large part of the world. Our children must have far greater skill and training to maintain Detroit's supremacy in the more complex and specialized age that we are already entering. Individual freedom and the voluntary blending of the private good with the public good will require human, social, civic and spiritual research, development and organization that can catch up and keep pace with scientific, technological and economic change. Our children need our help now in securing the fundamental and highly specialized training needed for the new age. It cannot be deferred. We either train them now or they will lack the skill and character their destiny demands. This will doubtless confront us with choices in the use of available public revenues. In making these choices, education should receive high priority.

This new age could terminate in freedom or slavery, peace or war, universal brotherhood or universal bonds, depending on the ability of our children and the children of America to excel in qualities that can only be supplied by our schools, our homes and our places of worship.

The changing nature of America's and therefore Detroit's position is made clear by the following statement of Dr. Charles Malik, President of the United Nations General Assembly:

> In world affairs, there are two serious handicaps which it is difficult for the United States to live down. In massiveness, the old world has a decided advantage over the new, both as to population and as to sheer quantity in matter. In time, therefore, the old world will certainly overtake you on the material plane. The second disadvantage is that whereas there are cultural and racial continuities between the Soviet Union and the whole of Asia, there are no such continuities between the U.S. and Asia. This is one of the most destiny-bearing facts of the world situation today. The only way for America to overcome these two disadvantages is by concentration on quality. Can the U.S. develop a type of man who sums up in his character such a quality of undertstanding, humility, truth, moral stature, resourcefulness of mind, sympathy, friendship and love as to enable him by this sheer weight of his being to overcome the disadvantages of mass and discontinuity? It has not yet dawned upon America how much is required of her to develop this kind of humanity.

As we approach the fulfillment of this need, President Lincoln's words have special application:

> The dogmas of the past are inadequate for the stormy future. The occasion is piled high with difficulty, and we must rise to the occasion. As our case is new, so we must think anew. We must disenthral ourselves, and then we shall save our country.

Today we are confronted with daily reminders of the need for us to be concerned as Americans, Detroiters, and parents about the preparation of our children to "save our country" by successfully meeting their future responsibilities and opportunities in these same capacities. This preparation will occur largely in our homes, places of worship and schools. Fortunately, those responsible for the public education of Detroit's children had the vision to recognize the need for improvement before recent international and domestic events made it so apparent. This foresight by the Board of Education and the Superintendent of Schools was coupled with a practical understanding of the cooperative methods capable of securing not only a representative citizen appraisal of the Detroit school system but citizen recommendations for its improvement in the coming decade.

As a result, for more than 18 months, 270 citizens have applied their experience gained from activities in all aspects of our community life to their task of determining Detroit's school needs for the coming decade. In accordance with the Board's direction, they have done this as citizens and not as partisan spokesmen for groups or organizations. Their division into nine committees—eight regional committees and one city-wide committee—was unique and effective. The division of this vast city into eight regions enabled the regional committees to become familiar with the practice, problems, personnel and facilities of schools in their area. Through their reports and participation in the final city-wide recommendations, the attached reports deal with realities in Detroit's schools.

This result was also made possible by the Board's grant of complete freedom and autonomy to all nine committees in every aspect of their work. This was never modified or questioned. Our committees freely established their own procedures and methods and selected their sources of information and advice. Everyone connected with the Detroit school system unstintingly supplied requested information and provided us access to facts, students, personnel and facilities. This was as true of building custodians, teachers and principals as it was of the Superintendent and his staff. If there is anything the committees do not know about the Detroit school system, it is due to their lack of inquiry and the time available, rather than any lack of access, availability and response.

The method of financing the work contributed to this autonomy and freedom. While the School Board provided office space, facilities and staff, the committees raised their own operating funds and made their own staff selections. Operating expenses were paid for by contributions made by a large and representative group of community organizations. We are grateful to these contributors and to the devoted and loyal staff members, most of whom were simultaneously fulfilling their regular job duties. To Dr. Robert LeAnderson, Executive Secretary, and Dr. Norman Drachler, Coordinator of Research, we are especially grateful for their complete dedication and arduous toil.

The committees were not only representative from the standpoint of citizen membership and their vocational and community connections and experience but also from the standpoint of their contact with and knowledge of public education and the Detroit schools. Some knew a great deal and some knew very little. This, and the need to avoid expressions of bias and unfounded impression, early suggested the basic procedure that was followed. The size and nature of the task suggested a sub-committee structure. The members of each regional committee and the city-wide committee were divided into five sub-committees on curriculum (school program), personnel, school plant, community relations and finance. It was decided that these sub-committees would complete three assignments relating to their portion of the program.

1. Determine the actual facts and prepare a report on the Detroit school system or schools in each region.
2. Determine the facts and prepare a report on significant programs in other school systems.
3. Prepare recommendations on Detroit and regional school needs for the next decade.

These reports and recommendations when prepared in preliminary form by the sub-committees were then reviewed, changed and finalized by the full regional or city-wide committee. In the case of city-wide reports, they were also reviewed, changed and finalized at meetings attended by members of all regional committees as well as the city-wide committee. City-wide committees made use of regional committee reports and recommendations in preparing the city-wide factual reports and recommendations.

As a result of this procedure, which involved participation by regional committee members as well as city-wide committee members, the city-wide reports and recommendations reflect the thinking and effort of all nine committees. The extensive study and discussion that occurred has produced recommendations on which there is almost total unanimity from this large, representative group of citizens and parents. This is probably the most significant aspect of this report. Those things recommended were not subject to any appreciable difference of viewpoint by those who spent the time to investigate at first hand and carefully consider the school needs of our children. It is to be hoped that citizens, parents and groups will carefully study and consider these facts and proposals before forming their own conclusions.

The limitation of our recommendations to those things for which there was practical unanimity was deliberate. Detroit's children are suffering from too much parental and community bias and unfounded impressions that have produced past controversy about Detroit school needs.

The committee has made its recommendations in those areas where clear factual evidence provided unanimity and agreement. In those areas where more time, data and resources were needed, the committee spelled out the necessity for further study and effort. It was decided our children should not be deprived of the benefits to them from the specific recommendations made in this report by delaying the entire report until specific recommendations could be made on such subjects as merit pay for teachers, educational TV, equitable metropolitan and state financing, etc. Expiration of the present extra-millage revenue next June 30 makes it imperative to secure community action on a new program in the April election. It has been our effort to recommend a program that would unite the community, not divide it.

The present volume is a short-form of the complete *Findings and Recommendations.* It consists of the following parts:

1. A statement of Basic Assumptions.
2. A background statement on the origin of the report and the way in which it was made.
3. The complete city-wide recommendations on each subject (curriculum, personnel, school-community relations, school plant, and finance) together with significant highlights from the much more extended fact-finding reports that appear in the *Findings and Recommendations* volume. (Some of these highlights present new data that do not appear in the larger report.)

There is a basic difference between the finance report and the other four reports. Those on curriculum, personnel, school plant and community relations contain recommendations without reference to their cost or the time required for their realization. In the case of the finance report provision has been made for the cost of only a portion of the recommendations contained in the other reports and firm finance recommendations have only been made for the first five years. The reasons for thus limiting the finance report are explained in that report, but the important thing here is that this restriction makes our finance report essentially an interim recommendation rather than a final and permanent program for the coming decade.

Throughout the report are recommendations that will reduce the present cost of various aspects of our school system. Committees made a constant effort to identify areas of possible economy and greater efficiency. The burden being borne by taxpayers should not be increased unless unavoidable. The extent to which these objectives received our attention will not be as apparent as the need for larger expenditures, but our identification of a number of ways to economize will reduce the Detroit school tax burden. Many other public activities supported by taxes should be curtailed or discontinued before depriving our children of the educational opportunities they need now.

The Board of Education and the community should take early steps not only to secure the implementation of the committee's interim recommendations but the effective resolution and realization of the even more basic considerations inescapably involved in a more permanent and adequate program. This suggests the need for another Board-appointed citizens committee in the near future assigned to this even larger and longer task. Such a committee could make a valuable contribution by probing more deeply and extensively into a wide range of subjects inconclusively dealt with in this report. For example:

1. Revenue needs and sources for the period commencing in 1964 including the desirability of school financing on a metropolitan area basis, greater equity in the raising of state school revenue and its distribution, and new sources of school revenue.
2. A thorough study of cooperative educational programs as a means of reducing drop-outs, enriching vocational training and providing this currently very expensive educational program for the increasing number of students who will require it as drop-outs continue to decline. The Board of Education will need assistance in securing widespread employer, union and governmental support and participation in the broadening of cooperative education on a practical and sound basis.
3. Complete analysis of 12-month utilization of school facilities, and to the extent available, personnel and organization.
4. More knowledgeable recommendations on the impact of new teaching methods such as television, motion pictures, etc.

5. Expansion of adult education.
6. Effectiveness of ability grouping and enriched programs for the gifted.
7. Appraisal of the operating effectiveness of the many new proposals made in this report including the Curriculum Council, Citizens Councils, a Community-Centered School, Division of School Relations, etc.
8. Specific programs to raise the public status of educators and scholarship.

A learned American has said, "Once we know the things we desire to be, the things that we must do will follow of themselves."

In submitting this report to the Board of Education, we hope it will help the Board to determine the "things we must do."

GEORGE ROMNEY, *Chairman*

DETROIT CITIZENS ADVISORY COMMITTEE ON SCHOOL NEEDS

November 3, 1958

Table of Contents

Page

Part One INTRODUCTION 1

I. Basic Assumptions 3

II. The Board of Education Defines the Task 7

Part Two SCHOOL PROGRAM (CURRICULUM) 11

Recommendations 13

Highlights 26

Part Three PERSONNEL 79

Recommendations 81

Highlights 97

Part Four SCHOOL-COMMUNITY RELATIONS 135

Recommendations 137

Highlights 148

Part Five SCHOOL PLANT 195

Recommendations 197

Highlights 207

Part Six FINANCE 307

Recommendations 309

Highlights 334

DIRECTORY 355

NOTE: The *Recommendations* sections in this abridged report are reprinted from the complete report, and the original page numbers have been retained. This accounts for gaps in the page numbering between the Highlights on one subject (e.g., Curriculum) and the title page for the next subject (e.g., Personnel).

PART ONE

Introduction

I. BASIC ASSUMPTIONS . . . . page 3

II. THE BOARD OF EDUCATION DEFINES THE TASK . . . . page 7

INTRODUCTION

I. Basic Assumptions

This We Believe

THE CITIZENS ADVISORY COMMITTEE ON SCHOOL NEEDS was established by the Detroit BOARD OF EDUCATION in February 1957, to evaluate the needs of city schools for the decade 1959 - 1969. This request came at a time when concern for the education of children in relation to the welfare and future of our country was receiving nation-wide attention. This heightened interest in the progress of schools adds both relevance and significance to the importance of our assignment.

The years following World War II have witnessed a vast expansion of the Detroit School System. We recognize the difficulties under which our schools operate: the lack of facilities, the serious shortage of staff and the significant social changes in our community. We also recognize the reasonable desire on the part of citizenry to avoid unnecessary programs, expenditures and taxation.

Having reviewed the major educational facts and issues both on a local and national level, our committee approached the task of making recommendations with the realization that ours is a rare opportunity and a grave responsibility.

A. Our Approach Is Fundamental

This task demands a fundamental approach and appraisal. Our system of public schools and education for all is based on the principle expressed by the founders of our nation that, ". . . all men are created equal, that they are endowed by their Creator with certain unalienable Rights, that among these are Life, Liberty and the pursuit of Happiness."

Acting on this premise, our American states and cities have adopted educational concepts and objectives that are unique. Distinctive among these concepts is the introduction of equal educational opportunity for all as opposed to the concentration of educational training on a selected few. Respect and opportunity for each child are the fulfillment of a principle that is part and parcel of America's historic development. We believe adherence and dedication to these principles are vitally essential to the welfare of our people.

Relying on the above premises, we express these general convictions:

1. THE DIGNITY OF THE INDIVIDUAL

We believe that the goals of public education in a democracy must serve both individual and community interests and that there need not be any conflict between the two. The steps that assure the realization of our national ideals are dependent upon the growth and development of individuals. Since the dignity and development of the individual are basic to our belief it becomes essential that public education fulfill this principle in spirit as well as in practice. We affirm the following views as basic to the growth and development of children:

a. Growth is individual. A group may raise its educational standards, it may increase its interest in the arts and sciences, or it may decide to improve the mastery of fundamental subjects — but, in the last analysis, the change or growth is in the individual within the group.

b. Abilities and incentives are important to the individual's growth. He works best or learns most effectively when his heart is in his work. Self-discipline is essential to effective learning.

c. Self-discipline in children is developed by intelligent guidance and wise supervision on the part of adults and teachers. This development occurs most favorably when the child is accepted with a sense of trust, when he is encouraged to express his opinions, to make choices, when he is provided with opportunities to demonstrate initiative, and when he is reasonably assured that his efforts will be recognized.

2. EDUCATION AND THE ACQUISITION OF KNOWLEDGE

We believe that education is concerned *with the acquisition of knowledge, the solution of problems and the application thereof for meaningful, worthy and responsible citizenship in the home, the community and the world-at-large.* This belief calls for continuous re-evaluation of the total school program by educators and citizens alike.

3. THE QUALITY OF EDUCATION

We are concerned with the *quality* of education in our schools. Equal educational opportunity is a principle that we cherish dearly. Equal public educational opportunities are not to be confused with mediocrity. We recognize the progress made in the field of learning, and the effects of research on teaching methods. We believe that educational quality is in continuous need of improvement and that the field of educational research must be enlarged and enriched. This is a responsibility in which educators and the community must share.

4. THE CONTENT OF THE SCHOOL CURRICULUM

We are concerned with the *content* of our school curriculum. Well aware that equal educational opportunity does not imply identical education, we view with concern the failure of the school curriculum to meet adequately the needs of all the children in our city. Our concern is with the slow learner, the average student and the gifted alike. Our concern is also with the early job seeker and the seeker of higher education.

B. Our Assumptions Are Basic

Basing our views upon the above convictions, we propose to make recommendations on the following assumptions:

1. We believe that the people of Detroit are sufficiently interested in the welfare of the youth of Detroit and hence in the improvement of public education.
2. We believe that the establishment and support of our school system was and is based upon faith of our people in public education as a means for achieving the goal of equal educational opportunity for all, in accordance with the fullest potential of each. We affirm that this faith in education anticipates the continuous improvement of the quality of education that is provided to our children.
3. We believe that the public school has been and continues to be a primary agency that transmits the common heritage of American beliefs and ideals, an institution which serves to cement relationships among our people and enables us to strive for common purposes and goals which represent the very essence of American democracy.
4. We believe that the schools of Detroit belong to the people of Detroit, and that citizens must assume an increasing responsibility for the appraisal of educational progress and, coupled with this responsibility, an obligation for providing the means necessary to accomplish the desired goals.

5. We believe that Detroit income is well above the level required to finance an adequate public school program. Public support *can* be secured when objectives are clearly stated, when the people are convinced that these objectives are for the benefit of our children and when there is confidence that the schools are managed efficiently, economically and in accordance with these goals.
6. We believe that whether the student's educational goal is vocational or college oriented, high standards should be set to attain the highest self-fulfillment of each individual.
7. We believe that in an urban society the task of raising the aspirations of our youth and stimulating them to take advantage of educational opportunities, and the development of moral and spiritual values, calls for the combined efforts of all in our community. In the attainment of these objectives, the personal and intimate influence of the home is most important. The school, working with other interested agencies, must offer leadership in focusing family attention on this most urgent need.
8. It is known that the Detroit school population will continue to grow in the next five years because these additional children are already born. It is evident that the schools will need additional facilities and personnel to provide adequate services. We believe that the citizens of Detroit will meet these needs.
9. We believe that the importance of a good staff cannot be overemphasized. A qualified staff and a working climate wherein all can accomplish to their highest potential are essential to the progress of education.

c. Our Needs Are Clear

1. THE CHALLENGE TO SCHOOLS IS *HERE*

We believe that as our society becomes more complex, the need for citizens possessing skills in all aspects of life, — economic, technical, social and spiritual, becomes imperative. It is evident that in this Atomic and Electronic Age, our community will have an increasing need for skilled and trained individuals in unprecedented numbers. Advances in science are pointing to an era that calls for greater sensitivity and flexibility on the part of the schools to the needs of society. We need not only technicians and scientists but also a citizenry capable of appreciating the implications of science and technology in modern times. Scientific and technological advances are adding new dimensions to our educational program.

Our city with its skilled workers, its technicians, its engineers and its organizational "know-how" must utilize Detroit's present technical and organizational advantages, and move forward with vigor and imagination to plan for the decade ahead. The introduction of new products, new processes, and new industries will tax the best abilities of our community. In this new adventure the schools of Detroit shall have additional opportunities and new responsibilities.

We believe that schools are a vital part of our foundation for the future. Upon education rests responsibility:

a. To prepare youth for their responsibility as citizens;
b. To qualify citizens for useful work;
c. To cultivate a climate which will encourage cultural and intellectual interests and promote a respect for scholarship;
d. To develop scientists, technicians and specialists capable of discovery and invention;
e. To educate citizens who can use leisure time wisely; and
f. To educate citizens to deal with the various economic, technical, social, political and spiritual needs of our community.

Adequate education is our most effective public resource to assure us that our moral, political and social advances keep pace with our scientific and technical progress. We must have capable leadership in all areas of our community life — spiritual as well as technical, cultural as well as political. We must have men and women who are not only competent in various professional areas — but, underlying all of these needs — we must have an informed citizenry that is capable of re-affirming and re-emphasizing its beliefs in the eternal nature of human values and human dignity.

2. FINANCIAL SUPPORT FOR EDUCATION CANNOT WAIT

We affirm that public education is an investment in Detroit's future, an investment which cannot wait for better times or for more comfortable days. Whatever the changes that may take place in Detroit's economy, our most obvious need is more intensive and better education for our children now. Good schools are necessary for improving what we have, for planning what we will need, and for providing us with the capacity and skill to face the future with confidence. Education is a gradual and continuous process. Today's child cannot wait for tomorrow to receive his education. *Financial support of education is not primarily a question of resources but — of public attitudes and policy.*

3. OUR OBJECTIVE — BETTER SCHOOLS FOR A BETTER COMMUNITY

The schools must seek with vigor and determination to place marked emphasis on the attainment of social, civic and spiritual values. This era calls increasingly for a citizen:

who can make wise decisions independently and act accordingly,
who can make ethical, political and social judgments,
who can enjoy a good book, a good painting or good music, and
who can appreciate his own culture and the cultures of other people.

Our major objective is a citizen who has a vast amount of knowledge about his work, his culture, his world and himself — and applies his knowledge to the betterment of himself and his community.

In making our educational recommendations for the decade ahead we propose to think in terms of the youth of Detroit and their educational needs, as these pertain to their ". . . Life, Liberty and the pursuit of Happiness," and to the welfare of Detroit, our nation and the world-at-large.

II. The Board of Education Defines the Task

A. Teachers + (plus) Citizens = (equal) Public Education

American public education is based upon a partnership between citizens and personnel. Throughout our history, both on the national and local stage, citizens have played a major part in the origin, development and support of public education. Horace Mann of Massachusetts, a lawyer; John D. Pierce of Michigan, a minister, and Zina Pitcher of Detroit, a doctor — all were citizens concerned with public education and the contribution it made toward the preservation of our democracy. Citizens were and citizens still are the custodians of our American heritage.

B. Changing Times Call for New Plans

The Detroit Board of Education, the legal representative of the people, has from time to time expressed the need for a respresentative body of citizens to review the needs of our schools. This need for a continuing reappraisal of public education was recently reaffirmed very clearly by the Rockefeller report on education, "The Pursuit of Excellence—Education and the Future of America:"

> "One of the characteristics of a dynamic society is that its frontiers are constantly changing. The frontier of today becomes the familiar territory of tomorrow. . . A dynamic society requires above all receptivity to change."

On February 28, 1957, after the appointment of the Detroit Citizens Advisory Committee on School Needs the Board of Education summarized the reasons for the appointment of the Committee and outlined the proposed procedure. It stated:

> "Detroit's future may well be determined more by the character and competence of its citizens than by any other factor. Whether or not the nation continues to move ahead and to maintain its leadership for a free world rests increasingly upon the efficiency with which oncoming youth are educated in each community."

C. The "Charge" of the Board of Education

Primarily the request was ". . . to help the Board of Education in the development of plans for an educational program that will meet the needs and desires of the Detroit citizens in the decade following 1959."[1] In giving this "charge" to the Committee the Detroit Board of Education emphasized several major points on the relationship between the Committee and the Board:

"1. *The Board is not trying to evade its responsibilities by passing them to the Committee.* The Board, during the course of this study by this committee, will continue to make decisions of policy designed to maintain and improve the operation of the schools. When the report of this committee is complete, the Board will study it carefully and assume full responsibility for using its best judgment in deciding to accept in full or in part, or to reject any portions of the report . . .

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[1] The Board's Request of the Committee; February 28, 1957.

2. *The purpose of Committee work is to look ahead.* The Committee will need to find out what the schools are doing, how these things are being done, and what are the facilities for schooling in Detroit in order to make practical recommendations. It is not expected, however, to pass judgment on whether conditions are 'good' or 'bad' or to assess blame or praise for what it finds. In other words, the Board is not asking this committee to evaluate schools as they are, but to consider what they should be and to suggest how they can become what they should be.
3. *Individual members of the Committee have agreed to serve as individuals and not as representatives of any organization.*
4. *The Committee is free to determine the scope of its studies.*
5. *Procedures to be used will be decided by the Committee.*
6. *The Board wishes the City-wide Committee to coordinate* the activities of 8 regional committees who will study the situation in separate regions of the city and thus provide the detail and the special ideas as they relate to their particular regions. . .
7. *The time schedule for the work of the Committee is controlled by the need of the Board to present a tax program in the spring of 1959.* A report sufficiently complete for study and discussion by the Board should therefore be ready by the late fall of 1958, about 18 months from now."

D. Citizens Accept the "Charge"

The City-wide Citizens Advisory Committee on School Needs accepted the challenge set forth by the Board of Education. The importance of the task was reflected in a statement made by Mr. George Romney, Chairman of the City-wide Committee:

> "I believe public education is one of the major and indispensable reasons for America's rapid rise to world leadership and responsibility. I believe only the educated can be free—that education makes a people easier to be led constructively, but difficult to drive; easy to govern, but impossible to enslave. I believe education should have as its objectives the formation of character and citizenship and the development of individual intellects and talents. I believe ignorance is the obstacle to progress and knowledge is essential to human happiness."

E. Regional Committees Are Established

The relationship of the Citizens Advisory Committee to the Regional Advisory Committees and the procedure for operation were outlined on April 30, 1957:

> Detroit is the fifth largest city in the United States. Each of the eight regions represents a community about the size of Grand Rapids, Michigan. It is important when the Detroit Board of Education considers basic policy and plans for the schools that views representative of different parts as well as the total community be formulated and transmitted. The Board is, therefore, appointing eight Region Advisory Committees to review the total field of public education, but with special reference to their regions. The recommendations of the eight committees will be given due consideration by the City-wide Committee before the latter group makes its recommendations to the Board of Education. The report of each region committee will also be transmitted to the Board of Education by the City-wide Committee.
>
> In keeping with the request made by the Detroit Board of Education of the City-wide Citizens Advisory Committee, the following procedures have been adopted for the Region Committees.
>
> 1. The chairman and the members of each Committee have been appointed by the Detroit Board of Education. They either reside or work in the region. Each Committee has about thirty members.
>
> 2. Members serve as individuals and not as representatives of organizations. In consequence, substitutes will not be used.

3. Provision will be made for communication and cooperation among the Region Committees and the City-wide Committee.

4. In order to facilitate the progress of the study, each Region Committee is being asked to study the same areas of education as proposed by the Board of Education and accepted by the City-wide Committee:

   a. School Program (Curriculum)
   b. Physical Plant
   c. Personnel
   d. Community Relations
   e. Finance

It is recommended that each Region Committee form a sub-committee to study each of the above areas with special reference to the individual region.

5. It is suggested that each Region Sub-Committee (giving special attention to the Region) define the problems within its field, collect the facts, develop recommendations, and report back to the full Region Committee for final decision as to its report.

6. Interim reports may be transmitted at any time and the final report will be expected for the City-wide Committee not later than the fall of 1958.

7. Each Region Committee will submit an independent report to the City-wide Committee for the Board of Education.

8. The Superintendent will provide a member of the school staff to serve as Executive Secretary to each Region Committee. This will be a part-time assignment, but service may be increased as required to meet the need.

9. It is proposed that each Region Committee determine the number and time of meetings. It is expected that the task will require at least one, and perhaps two, meetings each month in order to cover the proposed fields of study adequately.

F. Citizens Appraise

Following the appointment of the City-wide and 8 Regional Committees, procedures for the study were developed. The major steps agreed upon were:

1. The City-wide Committee will establish a Detroit Committee on School Needs, Inc., to raise funds for the purpose of financing the major portion of this study.
2. The total needs of the school program were to be reviewed under five areas:
   a. School Program (Curriculum)
   b. Personnel
   c. School Plant (buildings)
   d. School-Community Relations
   e. Finance

   Sub-committees in accordance with the above five areas were established in the City-wide and Regional Committees. Generally, members selected the sub-committee on which they wished to serve.
3. It was agreed that when necessary, recognized authorities would be engaged to advise the committees in their deliberations. It was understood that these consultants would prepare a written report which would be transmitted to the Board of Education along with the final recommendations. Each committee will, of course, write its own report. It may, however, incorporate any of the suggestions or recommendations of the consultants which it deems desirable.
4. A time schedule was prepared in order to complete the task within the period allocated by the Board of Education.

5. It was agreed that the following sequence be employed:
    a. Formulation of basic questions or issues pertaining to the field of study.
    b. A fact-finding report of local school practices and trends.
    c. A summary of national educational facts and trends.
    d. Recommendations to the Board of Education.

    In conjunction with the above plans it was agreed that the fact-finding report be submitted on December 14, 1957; that the preliminary recommendations be presented on August 4, 1958; and that final recommendations be completed by October 15, 1958 and transmitted to the Board of Education by November 3, 1958.

G. Citizens Act

To carry out the projected plans required hours of discussion, reading, visits, etc. It is difficult to measure the exact amount of time devoted by citizens to this task. It is safe to state that *at least* 1 full 8 hour day, was devoted each *month* and for a period of 14 to 18 months — by each participating member. In terms of time alone, it would have taken one individual, working eight hours per day at the rate of 365 days per year, almost 4½ years to complete the above task. This time estimate refers only to formal meetings. It does not include the countless hours spent by members in reading and personal research. The committees carried on their activities through:

1. Interviews with school personnel, civic leaders and school officials in other communities.
2. School visits in Detroit and elsewhere.
3. Meetings with consultants.
4. Coordinating efforts with regional committees and their sub-committees.
5. Reading and research.
6. Questionnaires and surveys sent to school personnel, professional and civic organizations.
7. Meetings with parents and students.

PART TWO

School Program (Curriculum)

RECOMMENDATIONS .... page 13

HIGHLIGHTS .... page 26

SCHOOL PROGRAM (CURRICULUM) SUB-COMMITTEE

Mrs. Gerard R. Slattery, *Chairman*

George R. Berkaw, Jr.
Edward L. Cushman
Jacob L. Keidan
Miss Gladys M. Little
Mrs. Dorothy M. Perry
Mrs. Donald Schram
Irving G. Wolf
S. N. Horton, *Recorder*

SCHOOL PROGRAM (CURRICULUM)

Recommendations

Introduction

The Curriculum Subcommittee of the City-wide Committee has completed its task and now submits its final recommendations. During the past twenty-one months many aspects of the curriculum have been examined. One question has been foremost in the minds of the committee—"Is the present curriculum adequate for our schools for the decade ahead?"

In the contacts which committee members have made with large numbers of teachers, pupils, parents and other citizens the concern for the improvement of the curriculum has been clearly evident. In arriving at the recommendations there has been intensive study of the present program, extensive research, and evaluation of both lay and professional points of view.

Dr. Nolan Kearney and Dr. Will French have rendered special assistance in their role as consultants. Their ideas have been most helpful to the committee in arriving at its recommendations. The consultants' report will be a separate section of the recommendations submitted by the Citizens Advisory Committee on School Needs to the Board of Education.

The committee wishes to indicate certain fundamental assumptions upon which its recommendations are made. These are intended to serve as a general framework:

1. Detroit citizens want the best possible schools for their children and they expect a quality of instruction which will enable students to master the basic subjects of the curriculum.

2. Detroit expects the curriculum to be well-taught by fully-qualified teachers.

3. Detroit expects its educators to assist students in developing the ability to do critical, creative and independent thinking for purposeful living within a moral framework.

4. Detroit expects schools to develop citizens who accept both personal and civic responsibility.

The committee members wish to state that through their study of the curriculum they have developed an added respect for the dedication of Detroit teachers and have been privileged to understand their city better through the perspective of the public schools.

The recommendations of the committee include some which can be put into effect immediately by the Superintendent and the Board of Education. Others will need further study and additional funds before they can be fully realized. It should be kept in mind that these recommendations have been made in terms of the next ten-year period, believing that as they are implemented the schools of the future will be in a better position to prepare children and youth for the challenging years ahead.

I. School Organization for Effective Learning

A. RECOMMENDATIONS AFFECTING THE TOTAL SCHOOL PROGRAM

1. ADMINISTRATION

Recommendation 1

CONTINUE THE PRESENT EXPERIMENT FOR THE DECENTRALIZATION OF ADMINISTRATIVE SERVICES WITH A CONSTANT AND CONTINUED EVALUATION OF ITS ADVANTAGES AND DISADVANTAGES.

This recommendation places administrative units in closer contact with the schools, makes possible better planning and coordination between the elementary and secondary schools and makes possible better adaptation of the curriculum to district needs. It also offers greater opportunity to do a more complete and intensive job of inservice training among teachers and administrators. Lines of authority must be clearly established to insure administrative efficiency.

Recommendation 2

ACCEPT THE PRINCIPLE OF MATURITY GROUPING, WITH CHRONOLOGICAL AGE AS AN IMPORTANT CONSIDERATION, USING THE 6-3-3 PLAN OF SCHOOL ORGANIZATION.

The committee recommends maturity grouping on the basis of the present 6-3-3 plan of organization as a general policy. It is not necessary to create one fixed, standard policy for the entire school system. The committee suggests that some experimentation be undertaken, for instance, with a plan whereby the kindergarten and the first grade might be housed in small units (separate) having a "home environment." Similar experimentation and study with various grade groupings might also be attempted in later elementary and in the secondary grades.

Recommendation 3

INTENSIFY THE PRESENT PROGRAMS IN READING, WRITING, SPELLING, MATHEMATICS AND SCIENCE IN ALL GRADES TO MAKE SURE THAT ALL PUPILS HAVE THE BEST POSSIBLE FOUNDATION IN THE BASIC SUBJECTS OF THE SCHOOL CURRICULUM.

Schools should give priority to the mastery of the fundamental tools of learning. This includes the ability on the part of the student to read, write and spell well; to understand the basic processes of arithmetic; and to become aware of the nature of scientific principles and the forces in the world about us.

Recommendation 4

REDUCE CLASS SIZE IN ALL SCHOOLS TO AN AVERAGE OF 30 PUPILS.

Continue further research in terms of the best class size for effective teaching. Give priority to the reduction of students per teacher in the elementary school.

Recommendation 5

PROMOTE PUPILS ON AN ANNUAL RATHER THAN ON A SEMI-ANNUAL BASIS.

Annual promotion tends to reduce clerical work for the teacher and enables her to become much better acquainted with the individuals in the classroom. Many teachers say it tends to reduce non-promotion since they become much more effective as they become aware of the needs of those they teach. In the interim teachers should be kept with students for a full year wherever possible.

SCHOOL PROGRAM (CURRICULUM) RECOMMENDATIONS

Recommendation 6

GIVE CAREFUL STUDY TO THE PRESENT PROMOTION POLICY IN ORDER THAT A CLEAR CITY-WIDE POLICY BE ESTABLISHED WITH RESPECT TO MARKING, FAILING AND PROMOTING.

The evidence indicates wide variation in the promotion policies between schools. The committee recommends a rigorous study of the problem which can then be followed by a carefully defined, all-city policy statement.

Recommendation 7

ADOPT A CUMULATIVE RECORD SYSTEM WHICH WILL FOLLOW A CHILD FROM THE KINDERGARTEN THROUGH HIS SCHOOL CAREER. SUCH RECORDS SHOULD BE EASILY ACCESSIBLE TO TEACHERS AND THE ADMINISTRATIVE STAFF.

The cumulative record that accompanies the child should contain a complete record of (a) intelligence and achievement tests, (b) health, (c) examples of the child's work at various levels in his career, (d) case histories, (e) biographical data, (f) personality ratings, (g) aptitude test results, and (h) extracurricular activity reports. The disclosure of information to parents, prospective employers, the armed services or institutions of advanced learning should depend on circumstances involved and on the judgment of the administrative and guidance staff of the school.

Recommendation 8

ESTABLISH A PROCEDURE FOR PARENT-TEACHER CONFERENCES IN EACH SCHOOL THROUGHOUT THE CITY.

It is desirable to have two-way communication between teacher and parent. Such a plan helps the parent to understand the goals of education and how nearly those goals are being met. Parent conferences build public interest and understanding and should be held when convenient to parents.

Recommendation 9

SURVEY THE EXTRA ACTIVITIES REQUIRED OF SCHOOL STAFF AND STUDENTS BECAUSE OF DRIVES AND CAMPAIGNS. CONTINUE ONLY THOSE WHICH HAVE INHERENT LEARNING VALUES.

Replies from teachers indicate that campaigns and drives frequently interfere with the instructional program in the classroom.

Recommendation 10

EXTEND THE PRESENT SUMMER SCHOOL PROGRAM TO INCREASE THE UTILIZATION OF SHOPS, LIBRARIES, GYMNASIUMS AND LABORATORY FACILITIES FOR CHILDREN AND ADULTS.

Despite present summer school enrollments, there are still many students and adults whose leisure time, especially during the summer months, would make it possible for them to use facilities in school buildings. Tuition-free classes should be considered for all students (not adults).

Recommendation 11

EXPAND THE PRESENT PROGRAM FOR IN-SERVICE EDUCATION TO INSURE GREATER PROFESSIONAL COMPETENCE AMONG TEACHING, SUPERVISORY AND ADMINISTRATIVE PERSONNEL.

As in all professions, continuous improvement on the part of all personnel is not only desirable but necessary. Inservice education is meant to include those activities sponsored by the school system itself rather than formal courses taken at colleges or universities. The committee is aware that such training conducted during school hours may require dismissal of students from school. On certain occasions a policy of financial assistance would be desirable to encourage wide participation in the inservice education program. A professional library would be a useful adjunct.

Recommendation 12

PROVIDE AND COORDINATE USEFUL INFORMATION AND RESEARCH DATA ON THE SCHOOL PROGRAM.

Steps should be taken to provide a continuous flow of data and evaluation of the educational process. This may call for a coordination of such departments as the testing program in the Psychological Clinic, the Instructional Research Department and the research carried on by various departments in the Division of Instruction. Information furnished by the coordination of the above departments could be most valuable to teachers and principals in their daily tasks. It could also be used as source material for interpreting the work of the schools to groups of citizens and the community at large.

Recommendation 13

GIVE INCREASED ATTENTION AND SUPPORT TO THE TOTAL PROGRAM OF SPECIAL EDUCATION.

Such children include the mentally retarded, the socially maladjusted and the physically handicapped. It is anticipated that, during the next ten years, an increase of approximately twenty per cent in enrollment of these children may be expected. Provision should be made for additional personnel service, sufficient classroom space, adequate supplies and equipment, and suitable resources for the development of inservice education programs. The Detroit schools should maintain a position of leadership in research in this field and should use every opportunity to strengthen the local program accordingly.

Recommendation 14

FACILITATE THE IMPROVEMENT OF CURRICULUM THROUGH THE CREATION OF A CURRICULUM COUNCIL ON A CITY-WIDE BASIS TO WHICH WOULD BE REFERRED ALL MATTERS OF CURRICULUM DEVELOPMENT PRIOR TO THEIR SUBMISSION TO THE SUPERINTENDENT FOR HIS CONSIDERATION AND APPROVAL.

The Curriculum Council would be composed of representative members of teachers', supervisors', counselors' and administrative groups; and is intended to serve as a "clearing house" for all suggestions from teachers, principals and other grass roots sources.

The responsibility for modification in the curriculum should be placed in the professional personnel who have the most direct contact with students. The intent is to make it possible to adjust the curriculum according to the specific needs of each community.

Any important criticism or suggestion from any source would be brought directly to this body where, after discussion and investigation, recommendations for action would be formulated and sent to the Superintendent's office for further consideration. If curriculum projects were proposed and approved by the Superintendent, he might appoint — from nominations made by the Council — committees of the professional staff to work on them in lieu of their regularly assigned duties. The results of this work would go back to the Superintendent through the Council and with his approval, and that of the Board when necessary, become official policies or practices of the schools. If this recommendation is accepted by Detroit, the Division of Instruction would continue to perform a staff function in relation to curriculum development except that the origin of proposals would rest with or channel through the Curriculum Council.

Members of the Curriculum Council should make a continuing study of the programs of all schools and their effectiveness in achieving the established goals.

Recommendation 15

ESTABLISH REGIONAL AND CITY-WIDE CITIZEN ADVISORY COMMITTEES TO CONTRIBUTE TO THE FUTURE IMPROVEMENT OF THE CURRICULUM OF THE DETROIT PUBLIC SCHOOLS.

Detroit schools will continue to improve as her citizens are given opportunity to participate in the improvement of the school program. Major changes in policy and curriculum should be shared with citizen committees. Discussion and participation will insure increased acceptance of the school's program by the public and will develop a sense of partnership which is so necessary if a school system is to enjoy wide community support. It is proposed that regional citizen committees work cooperatively with schools in the region, particularly with respect to curriculum matters. The city-wide committee might be composed of elected representatives of regional groups.

SCHOOL PROGRAM (CURRICULUM) RECOMMENDATIONS

Recommendation 16

PROVIDE FOR TEXTBOOK SELECTION UNDER THE GENERAL SUPERVISION OF THE CURRICULUM COUNCIL.

The concern of the committee is that the quality of textbook selection be of the highest and that it be done in full cooperation with classroom teachers who are in close contact with pupils and their immediate needs.

Recommendation 17

FOLLOWING AGREEMENT BY THE CURRICULUM COUNCIL AND APPROVAL BY THE SUPERINTENDENT ON THE OBJECTIVES OF SECONDARY SCHOOLS IN DETROIT, CONDUCT AN EVALUATION BY A COMMITTEE IN EACH JUNIOR AND SENIOR HIGH SCHOOL OF THE EFFECTIVENESS IN ACHIEVING THESE GOALS IN EACH SCHOOL AND RECOMMEND MODIFICATIONS.

The best way to keep instruction up to date is to evaluate it in terms of certain pre-determined objectives. Following agreement by the curriculum committee on the goals of secondary education in Detroit each committee in each of the schools is then in a position to apply those goals to the local school program. After such study is completed it may become advisable to make certain recommendations in order to "tailor" the common objectives to the needs of the local community. Members of regional citizen committees may be helpful in completing such studies.

Recommendation 18

ESTABLISH A CLEAR DEFINITION OF THE FUNCTION OF SUPERVISORS IN THE SCHOOL SYSTEM.

Such responsibility should include the implementation of approved curriculum modification, development of needed experimentation, improvement of in-service education, and the selection and designation of the quality and quantity of instructional materials for classroom use. The supervisors must work very closely with the Curriculum Council, principals, and members of the teaching staff. It is assumed that supervisors will not only be welcome in all schools but will be readily available to teachers on the staff who wish or need special help.

Recommendation 19

EQUALIZE EDUCATIONAL OPPORTUNITY RELATING TO ADEQUATE EQUIPMENT, SERVICE AND CURRICULUM.

The committee believes that equal educational opportunity means that each child is enabled to benefit to the maximum of his ability and need from the available public school resources. Concern has been expressed that educational opportunity within this context does not exist in all sections of the city. Particular reference is made to the less economically favored areas of the city where transiency is highest. Equipment and special services should be furnished on the basis of need.

Recommendation 20

CREATE SOME CLASSES IN ALL CURRICULA WITH STUDENTS OF EQUAL ABILITIES. SET APPROPRIATE STANDARDS OF WORK FOR EACH GROUP.

This proposal is intended to assist the teacher in organizing her work in terms of the capabilities of students. Such grouping limits the range of ability within the class, thus making possible preparation and instruction to fit the abilities of the group. Likewise, the very able will be challenged by requiring that they work up to their capacity as more rigorous standards are applied.

Recommendation 21

IDENTIFY THE MORE ABLE STUDENTS AS EARLY AS POSSIBLE AND MAKE PROVISION FOR ADVANCED WORK.

Early recognition of the very able students makes it possible for the school to provide a program which will be suited to their particular needs and will be continuous and enriching as they pass from grade to grade.

Recommendation 22

CONDUCT EXPERIMENTAL WORK WITH REFERENCE TO THE USE OF SOUND FILMS, EDUCATIONAL TELEVISION AND OTHER MODERN TEACHING AIDS.

Just as Detroit is now experimenting with television in the schools, it is proposed that similar studies be carried out using instructional motion picture films and other teaching aids. Studies should be carried out with classes of various sizes. The purpose of such experimental work would be to check the effectiveness of the media and to see what economies of time and money might result.

Recommendation 23

EXPAND THE FOREIGN LANGUAGE TEACHING IN BOTH ELEMENTARY AND SECONDARY SCHOOLS.

Expand the present program for the teaching of the foreign languages in the elementary schools. Provide a full-time foreign language teacher in those elementary schools where there is sufficient community interest in such programs.

In the secondary schools encourage able students to concentrate on one foreign language in order to develop writing and speaking fluency. Require at least three years of a foreign language, introducing the languages in the 8th grade where feasible so it will be possible for a student to readily take a total of four years before graduation.

The committee feels that two years' study of a foreign language is inadequate since it rarely makes it possible for a student to speak or read the language with reasonable mastery. The urgency of world affairs makes widespread mastery of other languages vital to our national welfare.

Recommendation 24

IMPROVE THE PLAN FOR A SEQUENTIAL PROGRAM OF ECONOMIC UNDERSTANDING THROUGHOUT THE SCHOOL SYSTEM WHICH WILL ORIENT STUDENTS TO THE ECONOMY OF THIS NATION.

Such a program will include study of careers, the resources of the community, practical economic problems, and the wise management of money. The point of view of the major fields of thought regarding the American free enterprise system should be presented.

Recommendation 25

CONTINUE THE IMPROVEMENT OF THE PRESENT TESTING PROGRAM AS IT IS NOW BEING CARRIED OUT IN THE SCHOOLS.

The testing program should become an integral part of the total school program and should be subject to periodic evaluation. Such evaluation should include a study of the instruments being used, the general testing procedure, the methods of interpreting test results in the schools, and the effectiveness of the follow-up procedure.

Recommendation 26

MAKE MORE USE OF COMMUNITY RESOURCES FOR TEACHING AT ALL GRADE LEVELS.

Detroit is rich in history, culture and industry. Youth should become well acquainted with these opportunities. While the committee gives priority to the acquisition of knowledge and skill and the mastery of the fundamentals, it also recommends that schools inventory community resources and use them under conditions which are well-planned and which will contribute to the richness of the curriculum.

Recommendation 27

ENCOURAGE INSTITUTIONS OFFERING TEACHER TRAINING SERVICES TO GIVE PROPER BALANCE TO THE LIBERAL ARTS AND PROFESSIONAL EDUCATION TRAINING.

Three aspects of teacher education should be considered: (1) a sound liberal arts background; (2) an extended knowledge of the subject or area to be taught; (3) professional knowledge and skills in managing a classroom, working with children and young people, and supervising the learning process.

B. RECOMMENDATIONS AFFECTING THE ELEMENTARY SCHOOL

1. ADMINISTRATION

Recommendation 28

PLACE THE FIRST AND SECOND GRADES — AND THE THIRD GRADE WHERE IT IS DEEMED ADVISABLE — IN SELF-CONTAINED ROOMS. IN GRADES BEYOND, PROGRESSIVELY ADOPT A MODIFIED SELF-CONTAINED PLAN USING THE SERVICES OF SPECIAL TEACHERS OF HEALTH AND PHYSICAL EDUCATION, SCIENCE, ART AND MUSIC. COMPLETE THE ADOPTION OF SELF-CONTAINED ROOMS IN THE LOWER TWO GRADES BY SEPTEMBER, 1960.

The committee realizes that such changes must be gradual and well-planned in terms of available teacher competency, facilities and staff.

Recommendation 29

PERMIT ENTRANCE INTO THE KINDERGARTEN AND FIRST GRADE ONLY IN SEPTEMBER.

In order to accommodate students who ordinarily would be required to wait for a long period of time before entry, it is suggested that the entrance age be appropriately lowered.

Recommendation 30

ADOPT A PLAN WHEREBY TEACHERS STAY WITH STUDENTS FOR AT LEAST A WHOLE YEAR.

This will give continuity to the instructional program, will tend to reduce failure, and will simplify the life of the student by reducing his adult contacts during the school day.

Recommendation 31

IN VIEW OF RECOMMENDATION 28, PLACE SOCIAL STUDIES WITH THE LANGUAGE ARTS IN THE HOMEROOM. ASSIGN ARITHMETIC TO A SPECIALLY QUALIFIED TEACHER, PREFERABLY TO A SCIENCE TEACHER.

There is a close relationship between social studies and the language arts. Arithmetic is more closely related to the sciences. Science teachers have a background in arithmetic and mathematics.

Recommendation 32

EXPAND LIBRARY RESOURCES IN THE ELEMENTARY SCHOOLS. ELIMINATE THE SCHOOL LIBRARY AS A CLASSROOM, FREEING THE LIBRARIAN FOR SERVICE AS A CONSULTANT.

The services of the professional librarian can be rendered more effectively if this person is made available to all teachers as needed during the time which is now occupied in conducting formal classes in library use. The library would become a reference area for all classrooms under the direction of the librarian but with close contact with the needs of teachers as they arise in the classroom. Under this plan the usual formal library period would be eliminated.

Expansion implies additional books, magazines, newspapers, brochures, etc., to be added in the school library and which can also be circulated through classrooms. Permanent classroom libraries should be encouraged. Many techniques of library use could be taught in the homeroom.

Recommendation 33

STUDY THE OBJECTIVES OF THE AUDITORIUM PROGRAM IN ORDER TO DETERMINE ITS PRESENT EFFECTIVENESS IN CONTRIBUTING TO THE GOALS OF EDUCATION IN DETROIT. AS PART OF THIS STUDY THE POSSIBILITY OF USING AUDITORIUM SPACE BY OTHER TEACHERS SHOULD BE CONSIDERED.

This study refers to the auditorium program in the elementary and junior high schools. Here regular classes are scheduled daily or several times per week under the direction of an auditorium teacher. The concern of the committee is whether the goals of this program have been clearly defined and whether the goals are so uniquely different from those in Social Studies and Language Arts as to justify special teaching service and time allotment. It is recommended, therefore, that a searching study be made in order to establish its real contribution to the total instructional program of the schools.

Recommendation 34

COORDINATE, EXPAND AND IMPROVE THE COUNSELING AND GUIDANCE SERVICES.

The guidance program in the elementary school needs to be educational and personal rather than vocational in nature. Accordingly, every teacher on the staff of a school has a contribution to make to the guidance program. It is proposed that an adequately trained person give direction to a sound guidance and counseling service in each building as needed.

Recommendation 35

INCREASE THE NUMBER OF VISITING TEACHERS AND THE VISITING TEACHER SERVICE THROUGHOUT THE SCHOOL SYSTEM.

At the present time there are 44 Visiting Teachers. Teachers and principals have indicated repeatedly that more service of this type is necessary if the school is to deal successfully with drop-outs, problems of transiency, disturbed and underprivileged children.

C. RECOMMENDATIONS AFFECTING THE JUNIOR HIGH SCHOOL

1. CURRICULUM

Recommendation 36

GIVE INCREASED ATTENTION TO READING, SPEAKING, WRITING AND SPELLING AND STRESS COMMAND OF THE FUNDAMENTAL PROCESSES OF ARITHMETIC.

The development of work-study skills should be an integral part of the classroom instruction in all subject areas in the junior high school. Additional help in the fundamentals appears increasingly necessary for a large number of students. Teachers are aware that schools are criticized more frequently over the lack of competency in dealing with the fundamentals than on any other score. Therefore, it appears logical that programs to meet this criticism are advisable and necessary. This is especially important since many students will not continue through the high school grades.

Recommendation 37

INCREASE COUNSELING SERVICES IN THE JUNIOR HIGH SCHOOL IN ORDER TO REDUCE THE NUMBER OF STUDENTS PER COUNSELOR.

The goal of one counselor per 300 students is desirable. Inasmuch as one half of Detroit students tend to drop out of school between the eighth and the eleventh grades, every assistance should be given in junior high school to recognize and counsel the potential drop-out. The committee recommends continued study of the drop-out problem.

The student in junior high school needs educational counseling. He should be guided into a variety of courses for the purpose of try-out and enrichment and should be helped to plan a purposeful program for the next school of his choice.

Personal counseling is very much needed with the early adolescent. Present practice of students having access to staff members of their sex for personal counseling should be continued.

Recommendation 38

PROVIDE ADEQUATE COURSES IN GUIDANCE AND VOCATIONAL COUNSELING IN THE JUNIOR HIGH SCHOOL GRADES.

During this period there would be some orientation to the world of work, the nature of the various vocational fields, specific vocations, the requirements of careers and the courses which may be selected in high schools.

D. RECOMMENDATIONS AFFECTING THE SENIOR HIGH SCHOOL

1. ADMINISTRATION

Recommendation 39

ESTABLISH THE COMPREHENSIVE HIGH SCHOOL AS THE TYPE TO BE APPROVED IN THE FUTURE PLANNING OF PROGRAMS OF SECONDARY EDUCATION IN DETROIT. CONTINUE THE SPECIALIZED TYPE OF HIGH SCHOOLS FOR ADVANCED TECHNICAL PROGRAMS AND FOR OTHER HIGHLY SPECIALIZED TYPES OF VOCATIONAL EDUCATION NOT COVERED BY THE COMPREHENSIVE TYPE SCHOOL.

The comprehensive high school is defined as one which offers (as far as the support provided by the community permits) curriculums and subjects which meet the educational needs of the youth of high school age in its community and district. This type of school is the best means for making it possible to master subject matter, create social unity without crushing individuality and develop individual diversity without social cleavages. In a city the size of Detroit, students from any area should be able to find courses in the high school in the vicinity of their homes that best meet their individual needs. If a student is not able to secure a certain subject because it is not given in his school, he should be permitted to enroll in a school where such work is given.

Recommendation 40

INCREASE THE NUMBER OF COUNSELORS IN ORDER TO REDUCE THE NUMBER OF STUDENTS PER COUNSELOR. RELIEVE COUNSELORS OF CLERICAL DUTIES. IMPROVE THE QUALITY OF THE PRESENT COUNSELING SERVICE.

The goal of one counselor per 300 students is desirable. Girls and boys in high schools should have access to staff members of their own sex for personal counseling. Counselors should be both professionally and personally qualified for their work. The committee not only recommends that the number of counselors be increased but that more clerical assistance be provided making it possible for counselors to devote their time to professional counseling.

Recommendation 41

ASSIGN PUPILS TO A TEACHER TO WHOM THEY CAN TURN FOR ASSISTANCE.

This plan makes every teacher a counselor. In a large high school it is often difficult for students to receive guidance service appropriate to their needs. This arrangement makes it possible for a group of students to be assigned to a teacher for their entire high school career. They meet daily for a short conference period where their problems and concerns are discussed. Thus they have one faculty member to whom they can turn for help as problems arise from day to day.

Recommendation 42

ESTABLISH FULL DAY SESSIONS OF AT LEAST SIX CLOCK HOURS.

The six-hour day will provide six one-hour periods making it possible for the more able students to carry six subjects. It provides time for study for those who need it. This is considered to be a maximum day for students, when time is excluded for lunch. The longer period makes possible a more desirable type of learning situation in which there is not only time for recitation but also for work in class under the immediate direction of the teacher.

Recommendation 43

SPECIFY MORE FULLY THE FUNCTIONS TO BE SERVED BY THE FOUR CURRICULA — COLLEGE PREPARATORY, VOCATIONAL, GENERAL AND BUSINESS EDUCATION. INCREASE THE NUMBER OF REQUIRED SUBJECTS IN EACH CURRICULUM, REDUCE THE NUMBER OF ELECTIVE SUBJECTS.

Use the term "vocational education" to cover all types of education for productive work: homemaking, industry, retailing, service occupations, trade, etc. The term as it is used here is meant to include all programs which are planned to provide initial employability in any kind of work into which students may go upon graduation or when they leave secondary school. Schools should use the service of experienced citizens in the community to assist in the determination of vocational needs and the courses which the schools should offer in meeting these needs. The Business Education curriculum also leads to training for employment on the completion of high school.

The so-called "General" course needs special attention since it is taken by about one-third of all high school students and it is particularly important that here students find courses which meet their needs and have some relationship to their immediate future living. The committee feels strongly that both students and parents are in great need of more information on the purposes of courses offered and how they will relate to the specific curriculums.

Recommendation 44

REQUIRE CERTAIN REFRESHER COURSES OF 11TH AND 12TH GRADE STUDENTS WHO, UPON EXAMINATION, ARE NOT ABLE TO PERFORM UP TO REASONABLE STANDARDS.

This recommendation is meant to be both curative and preventative. It is intended to make sure that no student is graduated who does not have a reasonable level of ability in reading, speaking, listening, writing and arithmetic. Both able and less able students should be expected to take such tests and they should be able to perform at least as well as their native ability will permit.

Recommendation 45

REQUIRE ONE-HALF UNIT OF OCCUPATIONAL INFORMATION OF ALL STUDENTS IN SENIOR HIGH SCHOOL.

Students need guidance in preparing for their careers when they leave school. Such a course can cover the available occupations, securing employment, job performance, personnel policies and such other information as will make them more effective workers when they become employed.

Recommendation 46

REQUIRE ONE-HALF UNIT OF STUDY IN CONTEMPORARY AFFAIRS IN ADDITION TO REGULARLY REQUIRED UNITS IN WORLD HISTORY, AMERICAN HISTORY, CIVICS AND ECONOMICS.

The committee feels that a required semester of study in current or contemporary affairs would tend to create greater awareness on the part of students regarding the important events of our time. Such understanding is important to good citizenship.

Recommendation 47

INCLUDE ON THE HIGH SCHOOL DIPLOMA THE SCHOOL FROM WHICH THE STUDENT HAS GRADUATED AND THE CURRICULUM COMPLETED. SCHOOLS SHOULD OFFER ALSO A PROFICIENCY CERTIFICATE AS AN AWARD TO THOSE WHO HAVE MADE AN OUTSTANDING RECORD IN ADVANCED COURSES IN ANY DEPARTMENT.

Employers wishing additional information as to courses completed should find it easily available in the appropriate high school or in the Department of Guidance and Placement of the Detroit Public Schools. The availability of this information should be widely publicized.

Recommendation 48

EXPAND THE COOPERATIVE WORK-TRAINING PROGRAMS IN THE HIGH SCHOOL GRADES TO INCLUDE ALL POSSIBLE OPPORTUNITIES FOR RELATING CLASSROOM INSTRUCTION TO WORK EXPERIENCE IN THE COMMUNITY.

This type of program will increase the holding power in high schools. The Detroit schools have had a successful experience with cooperative training programs in business education, in distributive education and in vocational education. Similar programs should be enlarged and expanded to other areas of instruction. They should apply to the unskilled types of occupations as well as the highly skilled trades. This program should include private industry, public and semi-public agencies such as the school's Department of Buildings and Grounds, the Department of Parks and Recreation, libraries, hospitals, civic centers, community agencies and the Department of Street Railways.

The job up-grading program is an important part of the cooperative training program and should be strengthened and expanded to keep those who have dropped out of school in a supervised working-learning situation which will be of value to themselves and to the community.

Recommendation 49

MAKE AVAILABLE TO STUDENTS CERTAIN ELECTIVES KNOWN AS "SPECIALIZED" AND "ENRICHED."

"Specialized" electives are meant to serve those with demonstrated ability in the area. Standards of work are intended to be high and every department of the school should have some such courses. Such courses, in a sense, are meant to be for those who are the "gifted" among the student body. The second type, known as the "enriched" classes, are for those who have interest and ability in some special field. These may be considered as "extracurricular" in type and are intended to give students a broad acquaintance with courses in which they show interest and are outside of the so-called "required" courses.

Recommendation 50

ADOPT NEW POLICIES GOVERNING HOMEWORK IN ALL HIGH SCHOOLS.

The committee believes that parents would welcome a policy regarding homework which is reasonable and uniformly applied. Homework should be increased, should be a challenge to students, commensurate with the requirements of the course and the ability of the students. Such work would be of the type which normally could not be done in class. It should be submitted to the teacher for evaluation and effective utilization in the instructional program.

II. Long Term Planning

Recommendation 51

UTILIZE THE BEST AVAILABLE RESOURCES FOR THE IMPROVEMENT OF THE MENTAL HEALTH OF ALL PUPILS AND STAFF.

A broad program of mental health should be in evidence. Such a program involves selection of competent, well-adjusted teachers, availability of suitable instructional materials, opportunities for inservice training and a program in the classroom which is based upon sound mental health practice.

Teachers should help students to live with others with a maximum of happiness, usefulness and security. Psychological competence is as important to a child's achievement as are intellectual and physical competence.

Recommendation 52

GIVE INCREASED EMPHASIS TO THE PRESENT PROGRAM OF HUMAN RELATIONS IN THE PUBLIC SCHOOLS BY PLACING RESPONSIBILITY ON THE PRINCIPAL AND DISTRICT ADMINISTRATOR FOR AN ACTIVE PROGRAM IN EACH SCHOOL. CONTINUE THE PRESENT CITY-WIDE ORGANIZATION TO COORDINATE THE OVERALL ACTIVITIES AND TO GIVE LEADERSHIP TO TEACHERS AND OTHER MEMBERS OF THE STAFF.

This program, now in its twelfth year, stresses the need for good human relations on the part of persons of all races, creeds, national origins and economic circumstances. Every effort is made to include related content to the various subject matter areas of the curriculum. Such a program is part of an effort to translate our great technological progress into greater human progress.

Recommendation 53

PLAN FOR A CONTINUOUS PROGRAM OF EDUCATIONAL RESEARCH, EXPERIMENTATION AND EVALUATION RELATING TO CURRICULUM PROBLEMS.

Some of the needed studies relate to homogeneous groupings, evaluation of mental and achievement testing, provision for the gifted, relationship of transiency to academic success, the effects of non-promotion, and the effects of "accelerated" or "pressure" teaching in schools.

Recommendation 54

MAKE A CONSTANT EFFORT TO BUILD AN OVERALL CLIMATE CONDUCIVE TO RESPECT FOR LEARNING AND FOR THOSE WHO LEARN.

There should be renewed effort to encourage curiosity and industry. Recognition should be extended to those who have shown unusual scholastic achievement. Teachers encourage good scholarship during the hours of the day, and parents have the responsibility to give constant help during after-school hours. Such help includes providing a suitable place to study, supervising work habits, and giving the guidance which will result in competent and productive workmanship on the part of their children. All segments of the community should endeavor to restore a respect for the values of our culture and an interest in knowledge and learning.

Recommendation 55

DEVELOP AN EDUCATIONAL BLUEPRINT FOR THE FUTURE WHICH WOULD PERMIT SCHOOL OFFICIALS TO MOVE FORWARD IN AN ORDERLY AND LOGICAL WAY TO CERTAIN ESTABLISHED GOALS.

The recommendations would include development of long-term goals for the school system and budgetary estimates of the work to be done over each of a number of years in reaching the total objective. It would involve pupil projections, estimates of costs of supplies and equipment, needed buildings and a tentative listing of priorities.

It is assumed that changes and modifications would be made as events make such changes necessary. Such a budgetary plan would make it possible to inform citizens what the future plans are for their school system and what progress was being made each year towards their realization. Such a plan would be similar to a "master plan" conceived by most progressive cities in which the future of the city is determined in terms of its potential growth and development.

Recommendation 56

STUDY 12-MONTH UTILIZATION OF THE SCHOOL PLANT IN TERMS OF ITS EDUCATIONAL VALUES, ITS ACCEPTABILITY AND COMPARATIVE COSTS.

The committee believes there should be greater educational utilization of the school plant.

Recommendation 57

STUDY ALL ASPECTS OF THE NEED IN DETROIT FOR ADVANCED GENERAL, TECHNICAL AND HIGHLY SPECIALIZED EDUCATION AFTER HIGH SCHOOL GRADUATION.

As it becomes more difficult to enter college and as the need for training in the technical services increases, Detroit will have greater need of graduates who have had training beyond the high school grades. Some areas of instruction might include business administration, personal service, technical specialists, and semi-professional occupations.

SCHOOL PROGRAM (CURRICULUM)

Highlights of Factual Data

The following "highlights" are compiled and brought up to date from the factual materials collected by the committee. The material is divided into three areas:

I. SETTING THE STAGE FOR LEARNING (School Organization, Administration, etc.)

II. IMPROVING THE LEARNING PROCESS (Guidance, In-service Training, Evaluation, etc.)

III. MEETING THE NEEDS FOR TODAY AND — TOMORROW (Plans for Future Needs, the Challenge of Technology, World Understanding and World Peace)

I. Setting the Stage for Learning

SCHOOL ORGANIZATION AND ADMINISTRATION

THE 6-3-3 PLAN (K-6th GRADE; 7th-9th; 10th-12th)

The purpose of school organization is to establish optimum conditions for children's learning. In 1919 Detroit decided that kindergarten through sixth grade (elementary), seventh through ninth grade (junior high school), and tenth through twelfth grade (senior high school) represents the best organizational plan for the school system. In 1955 the Detroit Board of Education re-affirmed this policy.

On June 20, 1958 there were *51,550* pupils in grades 7-9.

Of these:

15,897 were in elementary schools

and

11,171 were in senior high schools

A total of *27,068* pupils, *more than half* of the enrollment in grades 7-9 were *not* in Junior High Schools.

In *1958* there were *51,550* pupils in grades 7-9.

In *1963* there will be about *62,000* pupils in grades 7-9.

NEEDS OF STUDENTS IN GRADES 7-9 ARE INCREASING!

A FULL DAY HIGH SCHOOL PROGRAM FOR OUR YOUTH

Good educational standards call for a six hour day for each high school student to permit at least five hours for subject matter, one hour for a directed study hour — and adequate time for consultation with teachers, counselors, extra curricular activities and lunch.

In June 1958 — *22,675* students in senior high schools were on a continuous class program with no vacant periods intervening between classes except for lunch. A six hour day for the students was impossible due to lack of building space.

The following figures account for the above condition:

SCHOOL BUILDING	CAPACITY	MEMBERSHIP IN JUNE 1958	EXCESS OF MEMBERSHIP OVER BUILDING CAPACITY
Cody	2,304	4,015	1,711
Cooley	2,390	3,396	1,006
Denby	2,374	4,069	1,695
Mumford	2,650	3,607	957
Pershing	2,646	3,397	751
Redford	2,832	4,111	1,279

In *1958* there were *40,442* students in grades 10-12.

In *1963* there will be about *48,305* in grades 10-12.

CROWDED CONDITIONS IN HIGH SCHOOLS WILL INCREASE AND OPPORTUNITIES FOR A FULL HIGH SCHOOL DAY FOR EACH STUDENT ARE BOUND TO DECREASE UNLESS NEW BUILDINGS ARE MADE AVAILABLE.

THE SELF-CONTAINED CLASSROOM

For a period of years many educators have urged that children in elementary schools, particularly in the lower grades, should be in self-contained classrooms. Generally speaking the self-contained classroom refers to a plan wherein children of similar maturity are grouped together for the major portion of the school day under the continuous guidance of one teacher, who is often referred to as the Homeroom Teacher.

A survey of Detroit Elementary Schools made in October, 1957 indicates the following:

GRADE	TOTAL MEMBERSHIP	NO. OF STUDENTS IN SELF-CONTAINED ROOMS
1	31,468	22,978
2	25,212	6,534
3	24,214	1,428

NEEDS FOR SELF-CONTAINED CLASSROOMS ARE STILL HERE!

EQUALIZING EDUCATIONAL OPPORTUNITIES

The need for equalizing educational opportunities involves the total community. Different problems affect different sections of the city.

EQUALIZING EDUCATIONAL OFFERINGS THROUGHOUT THE CITY

In June 1958, *31,003* pupils in Detroit Elementary schools (one out of every six pupils) were in buildings 50 years old or more often lacking necessary facilities.

In June 1958, *500* to *800* mentally retarded and socially maladjusted children were on waiting lists due to lack of facilities.

40 to *50* elementary schools had no science rooms. Others were lacking:

health units

shops and homemaking units

laboratories for science in senior high schools

playground space adjoining the school

libraries, etc.

Many schools could not participate in educational trips due to inability of parents to provide bus fare.

PUPILS IN TEMPORARY BUILDINGS

In June 1958, *6,992* pupils in Detroit elementary schools were in temporary buildings or transportables.

TRANSPORTATION OF ELEMENTARY PUPILS

In June 1958, *5,176* pupils in elementary schools were transported to other schools. This extensive bussing of children was largely due to overcrowded conditions in neighborhood schools. *1,961* of the above pupils were in grades kindergarten through 4.

CLASS SIZE

Reduction of class size has been a continuous goal of the Detroit Board of Education. Although class size has been reduced during the past 10 years — surveys made in the fall of 1957 indicate the following:

Class Size in Detroit Schools

NO. IN CLASS		**1-9**	**10-14**	**15-19**	**20-24**	**25-29**	**30-34**	**35-39**	**40-44**	**45-49**	**50-54**	**TOTAL**
Elementary Schools	Total		3	9	74	418	2072	1858	286	11		4731
	Per cent		0.1	0.2	1.6	8.8	43.8	39.3	6.0	0.2		100.0
Junior High Schools	Total	1	11	37	81	280	1084	1679	392	7		3572
	Per cent	0.0	0.3	1.0	2.3	7.9	30.3	47.0	11.0	0.2		100.0
Senior High Schools	Total	15	70	234	730	1311	2253	2484	250	4	2	7353
	Per cent	0.2	1.0	3.2	9.9	17.8	30.6	33.8	3.4	0.1	0.0	100.0

SUMMARY OF CLASS SIZE

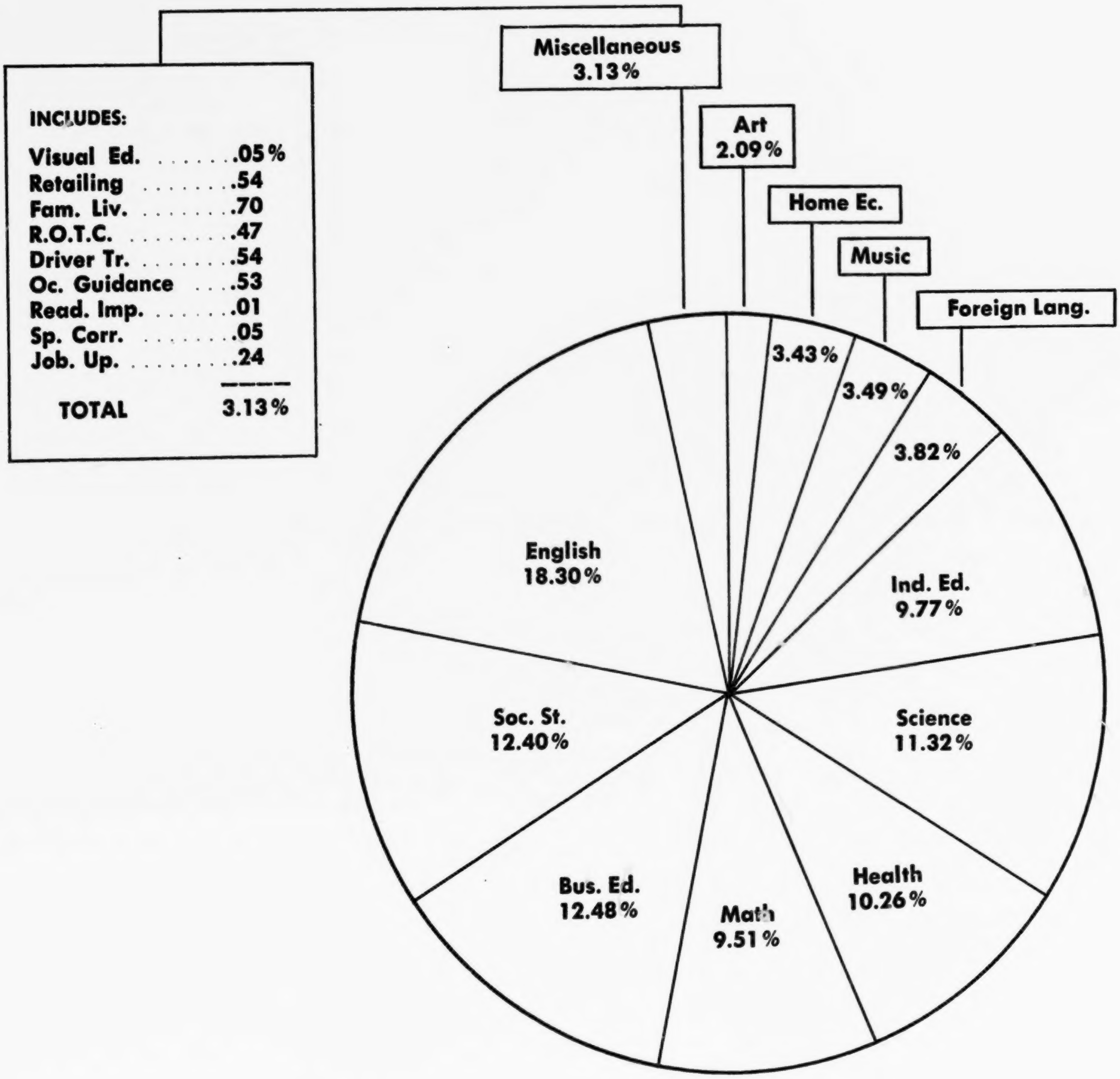
In 1957, *15,656* classes were held in Detroit Public Schools. Of these:

1 - 24 pupils per class made up	8.1%
25 - 29 pupils per class made up	12.8%
30 - 34 pupils per class made up	34.6%
Over 35 pupils per class made up	44.5%
	100.0%

PER CENT OF CLASS TIME SPENT BY DETROIT SENIOR HIGH SCHOOL STUDENTS IN THE VARIOUS SUBJECT AREAS

February-June 1958

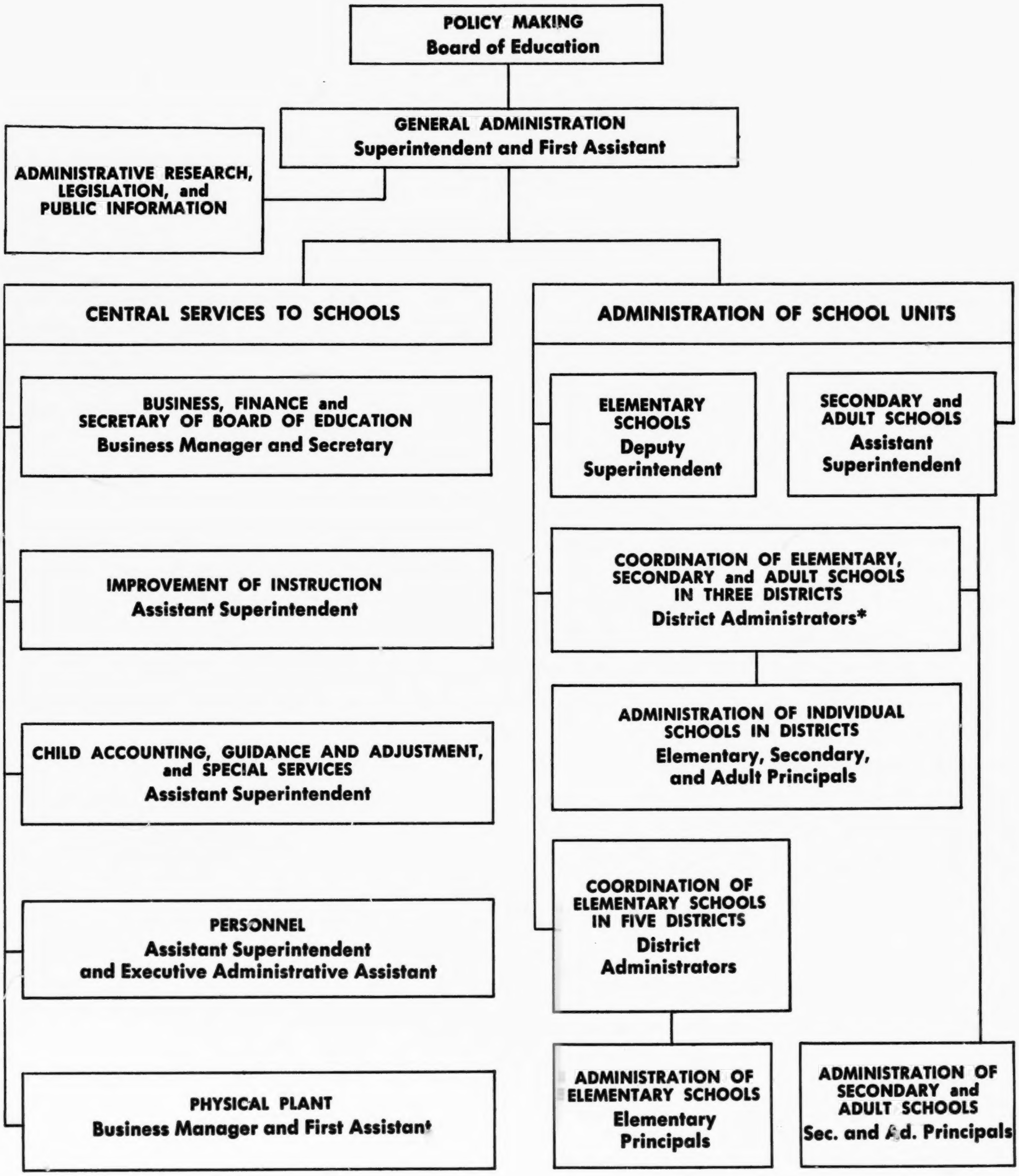
The figure below represents the per cent of actual clock hours based on attendance that students devoted to the various subject areas. It reads as follows: 18.30% of the total school time in the Detroit Senior High Schools was spent in English subjects, 11.32% was spent in Science, etc.



INCLUDES:

Visual Ed.	.05%
Retailing	.54
Fam. Liv.	.70
R.O.T.C.	.47
Driver Tr.	.54
Oc. Guidance	.53
Read. Imp.	.01
Sp. Corr.	.05
Job. Up.	.24
TOTAL	3.13%

Detroit Public Schools
CHART OF ORGANIZATION


POLICY MAKING
Board of Education
GENERAL ADMINISTRATION
Superintendent and First Assistant
ADMINISTRATIVE RESEARCH, LEGISLATION, and PUBLIC INFORMATION
CENTRAL SERVICES TO SCHOOLS
ADMINISTRATION OF SCHOOL UNITS
BUSINESS, FINANCE and SECRETARY OF BOARD OF EDUCATION
Business Manager and Secretary
IMPROVEMENT OF INSTRUCTION
Assistant Superintendent
CHILD ACCOUNTING, GUIDANCE AND ADJUSTMENT, and SPECIAL SERVICES
Assistant Superintendent
PERSONNEL
Assistant Superintendent and Executive Administrative Assistant
PHYSICAL PLANT
Business Manager and First Assistant
ELEMENTARY SCHOOLS
Deputy Superintendent
SECONDARY and ADULT SCHOOLS
Assistant Superintendent
COORDINATION OF ELEMENTARY, SECONDARY and ADULT SCHOOLS IN THREE DISTRICTS
District Administrators*
ADMINISTRATION OF INDIVIDUAL SCHOOLS IN DISTRICTS
Elementary, Secondary, and Adult Principals
COORDINATION OF ELEMENTARY SCHOOLS IN FIVE DISTRICTS
District Administrators
ADMINISTRATION OF ELEMENTARY SCHOOLS
Elementary Principals
ADMINISTRATION OF SECONDARY and ADULT SCHOOLS
Sec. and Ad. Principals

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*In effect July 1, 1958.

II. Improving the Learning Process

GUIDANCE, IN-SERVICE TRAINING, EVALUATION

GUIDANCE

Proper and adequate guidance for our children, in-service training for personnel and evaluation of pupil progress are of great concern to parents and educators. The following point to some of these needs:

COUNSELORS IN JUNIOR AND SENIOR HIGH SCHOOLS*

In June 1958, the Junior and Senior High Schools of Detroit had a total enrollment of *79,199* students.**

There were *170* counselors

or

about *465* students for every counselor

More counselors are required

to counsel students more adequately in their present work

to guide and motivate them in their plans for the future.

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*In the elementary schools of Detroit there are no specially designated counselors. Teachers, assistant principals and principals perform the counseling services in the elementary schools.

**This figure does not include *15,897* seventh and eighth grade students in elementary schools.

ATTENDANCE OFFICERS

In 1956-57 there were *125,129* referrals to the Attendance Department. Among the chief reasons for referrals were:

poverty, unusual absence due to illness,

truancy, behavioral problems,

and neglect.

105,323 of the above referrals were "home calls."

The Board of Education had *58* Attendance Officers in 1956-57. Working 190½ days during the year — each Attendance Officer had to make approximately *13* calls per day.

The needs of a large city require *more* Attendance Officers to provide adequate guidance for children and parents.

DROP-OUTS IN DETROIT

The term "drop-out" is applied to a student who leaves or "drops" out of school prior to graduating. The issue of "drop-outs" is a serious matter that is confronting both Detroit and the nation. On the national scene it is reported that *50%, one out of every two students who enter the 9th grade — does not graduate!* Detroit statistics indicate that in 1956-57, *11.4%* of the students enrolled in Junior and Senior High dropped out of school. Over a period of four years it would amount to almost *46%*.

Causes of drop outs are complex. Among the most common given are:

academic failure
broken homes
financial need
frequent absences
emotional instability

With more adequate counseling many of the above "drop-outs" who should have continued their education might have remained in school.

Conservation of our human resources
is not only a personal need — but a national necessity!

VISITING TEACHERS

The need for mental health services for children and adults is becoming increasingly evident.

Detroit has 38 visiting teachers:

26 are assigned to the Elementary Schools.
9 are assigned to the Junior and Senior High Schools.
3 are assigned to the Special Centers.

At Present:

1 Visiting Teacher is assigned to approximately *7,500* elementary school children.
1 Visiting Teacher is assigned to approximately *8,500* high school students.

Experts say that
1 Visiting Teacher should be assigned to every *3,500* students.

III. Meeting the Needs for Today and Tomorrow

PLANS FOR FUTURE NEEDS, THE CHALLENGE OF TECHNOLOGY, WORLD UNDERSTANDING AND WORLD PEACE

THE EXACT SCIENCES

Great concern is expressed on the national and local scene in three specific areas of education:

1. Mathematics
2. Science
3. Foreign Languages

A review of local offerings in the above three areas reveals a need for expansion and intensification in these areas.

MATHEMATICS IN DETROIT JUNIOR AND SENIOR HIGH SCHOOLS — February 1958

GRADE	MEMBERSHIP IN GRADE
9*	7,910

SENIOR HIGH MEMBERSHIP: June 1958	
9th	11,171
10th	17,468
11th	12,813
12th	10,251
Total	51,703

SUBJECT	NO. ENROLLED
General Math	5,106*
Algebra	2,804*
General Math	10,148
Refresher Math	1,264
Algebra	6,499
Geometry	6,007
Advanced Algebra	3,391
Accelerated Algebra	82
Accelerated Geometry	174
Solid Geometry	454
Trigonometry	653
Total	28,672

The number of students enrolled in higher mathematics courses, i.e., Geometry and Trigonometry, is small in proportion to the total student body.

In June 1958, *27,689* students in Detroit senior high schools were enrolled in mathematics courses — or about *53.5%*.

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*Junior High School.

SCIENCE IN DETROIT SENIOR HIGH SCHOOLS — February 1958

COURSE	NO. ENROLLED
Biology 1 and 2 (Lab.)	9,286
Biology 1 and 2 (Gen).	7,279
Chemistry 1 and 2	5,103
Physics 1 and 2	2,697
Physical Science 1 and 2	1,482
Physiology	951
Physiography	239
Total	26,737

Total number of students enrolled in Detroit Senior High School Science Courses: *26,737* or about 50% of the total enrollment of 51,703.*

YEARS OF SCIENCE AT GRADUATION, DETROIT — June 1957**

YEARS OF SCIENCE	NUMBER OF STUDENTS	PER CENT OF STUDENTS
1.0	9,316	100
1.5	4,652	50
2.0	3,917	42
2.5	1,553	17
3.0	1,046	12
More	151	2

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*A comparison between 1954 and 1957 indicates that whereas school enrollment in Detroit Senior High Schools increased *11%* — enrollment in Science courses was *18%*, or *7%* higher in 1957.

**This table is to be read as follows: Out of 9,316 students who graduated from Detroit High Schools in June 1957, 100% had completed one year of science, 50%—1½ years, etc.

FOREIGN LANGUAGES

In September 1957 there were:

52,115 students in Detroit Comprehensive High Schools.
11,681 were enrolled in the Foreign Language Program.
763 were students of Foreign Language
with three and four years of course work.

In 1957-58, *4,205* children in Detroit Elementary Schools were taught foreign language.

In June 1958 — *10,860* students in Detroit Senior High Schools were enrolled in foreign language courses or about *21%* of the total membership.

UNDERSTANDING OUR NEIGHBORS

CHILDREN OF THE WORLD TODAY
(Under 15 years of age)

Canada	2 million
South Pacific	3 million
United States	37 million
Latin America	61 million
Africa	76 million
Europe including all USSR	172 million
Asia	493 million

1950 Midcentury White House Conference on Children and Youth

PART THREE

Personnel

RECOMMENDATIONS .... page 81

HIGHLIGHTS .... page 97

NOTE: This page 79 follows page 36. This gap results from substitution of Curriculum Highlights for the longer fact-finding section of the complete report. Original page numbers have been retained in reprinted sections.

PERSONNEL SUB-COMMITTEE

KENNETH A. MEADE, *Chairman*

MRS. LYTLE P. COLVIN
FREEMAN A. FLYNN
WALTER E. KENDALL
LOREN T. ROBINSON
WAYNE STETTBACHER
CHARLES J. WARTMAN
MISS HILDRED JARVIS, *Recorder*

PERSONNEL

Recommendations

Introduction

When it was organized in the spring of 1957, the Personnel Sub-committee of the Detroit Citizens Advisory Committee on School Needs was charged with the general responsibility of recommending what the Detroit schools should do to insure an adequate number of trained personnel to carry on the work of the school system in the decade 1959-1969.

The recommendations contained in this report are based on

a. A study of the personnel policies and procedures now in effect in the Detroit school system.

b. Conference discussions with representatives of various employee organizations, members of the Personnel Department, the Superintendent of Schools and members of his administrative staff and outside consultants.

c. A study of personnel practices in other representative school systems.

While the physical facilities and the curriculum are extremely important to the accomplishment of the educational objectives of any school system, in the final analysis it is the personnel of the system who determine how effectively the educational job is done. The individual qualifications and efforts of the teachers; their supervisors and the administrative and service staffs; the morale of the entire educational team; the quality and quantity of materials and services available to them in their work; the attitude of the community; and the organization of the school system —each has an important bearing on the effectiveness of each school's personnel and that of the system as a whole.

Effort in this direction will be evidenced by such things as the increased use of teachers on study and policy-recommending committees (both in individual schools, in areas, and city-wide), by inservice education along lines selected by teachers, by modern helpful supervision as opposed to inspective and authoritative suggestion, by decentralization, by removing the fear that standardized or official tests are used to rate teachers. by emphasizing the professional nature of the teaching job, and by the constant encouragement of creative teaching. There must be effort to get teachers to realize many of the self-imposed aspects of the tensions under which they work. There must be much more "communication" both ways between administrators and supervisory personnel on the one hand and teachers on the other.

In the decade ahead—1959-69—population forecasts indicate that the total school population will increase until 1963-1964. After that time the elementary school population will decrease somewhat but the secondary school population will continue to increase.

The character of the city's population is continually changing. The employment and sociological needs of different sections of the city place demands on the schools that vary a great deal as between different communities. For these and other reasons, it is imperative that the quality and esprit de corps of the Detroit school system should be second to none. To this end, the Board of Education should endeavor to formulate personnel policies consistent with a realistic analysis of the situation existing in the community and in the schools. These policies should be changed in the future as changes in the community and school situation demand.

In arriving at the recommendations contained in this report, the Committee assumes:

a. A shortage of qualified teachers will continue for some time to come.

b. The community will need to give more financial support to its schools if they are to meet the demands made on them.

c. Teaching procedures and techniques may change but these changes are unlikely to have any immediate effect on the number of teachers needed in relation to school population.

It is expected that the Board of Education in discharging its responsibilities will:

a. Select and retain the best possible teachers and other personnel for the Detroit schools,

b. Provide school personnel professional opportunities with particular stress on a good working climate and adequate remuneration,

c. Foster conditions which will enable personnel to do their best work, and

d. Set up a program for the continuous, in-service growth of all willing personnel.

In turn, it is expected that *each member* of the school staff in discharging his responsibilities will:

a. Teach or supervise each day to the best of his ability,

b. Constantly improve his performance in light of best educational practices,

c. Make certain that the fundamental subjects are mastered in accordance with the highest potential of each student, and

d. Promote the improvement of his school by participating with pupils and citizens in the betterment of the total school program.

As this report is presented, it will be noted that the recommendations of this Subcommittee are quite interdependent. The integrated whole should therefore be considered in discussing or implementing any of the recommendations which follow.

I. Organization and General Matters

Recommendation 1

IT IS RECOMMENDED THAT THE PRESENT PLAN OF A SEVEN-MEMBER BOARD OF EDUCATION ELECTED FOR A SIX-YEAR TERM FROM THE CITY AT LARGE BE CONTINUED.

Since 1917 the seven members of the Board of Education have been elected for six-year terms from the city at large. Detroit is fortunate in having well qualified citizens who, because of their interest in the future welfare of the community and its youth, give liberally of their time and effort without remuneration to the handling of the affairs of the school system. A continuation of this situation will do much to assure the kind of school personnel and organization needed in the coming decade.

Recommendation 2

IT IS RECOMMENDED THAT THE PLAN NOW UNDER WAY OF DIVIDING THE CITY INTO DISTRICTS, WITH A DISTRICT ADMINISTRATOR OR DISTRICT SUPERINTENDENT RESPONSIBLE FOR ALL THE ELEMENTARY AND SECONDARY SCHOOLS IN THE DISTRICT, BE CARRIED ON TO COMPLETION. THE OFFICE OF THE ADMINISTRATOR SHOULD BE PHYSICALLY LOCATED IN THE DISTRICT HE OR SHE SUPERVISES TO INSURE CLOSER IDENTIFICATION WITH THE COMMUNITY.

Detroit has become too large to be treated administratively as a single school district. Properly administered the district type of organization gives the school personnel a better opportunity to handle the individual educational problems of the different areas of the city and offers opportunities for the citizens to identify themselves more closely with the schools of their community.

Recommendation 3

IT IS RECOMMENDED THAT A STUDY BE MADE IN THE ENSUING YEAR, AND STEPS TAKEN, TO ENSURE THAT EACH SCHOOL IS FULLY AND CAPABLY ADMINISTERED TOWARD THE END OF GIVING MAXIMUM INSTRUCTION TO THE INDIVIDUAL PUPIL AND THAT EACH SCHOOL IS IN CHARGE OF A WELL-QUALIFIED ADMINISTRATOR.

The principal is the administrative head of an individual school and as such—working *in cooperation with* the district administrator, personnel department and subject matter supervisors—should be responsible for its staffing, organization, management and supervision in conformity to policies of the Board of Education and rules and procedures established by the Superintendent of Schools, particularly that referred to in recommendation 8, Section I, of this report. The primary responsibility of each principal should be for instruction, and to this end each principal should have adequate time to give to the supervision and appraisal of the work of teachers in the school and to assisting them in doing the most effective job of which they are capable. The principal should have a part in the selection of personnel assigned to his or her building.

The sub-committee believes that the work year of the principals will need to be increased to a minimum of eleven months to give them adequate time to carry out their responsibilities.

The study should also determine the number of clerical employees and administrative assistants needed in order that each principal will be assured of adequate time to give to supervision of instruction, the development of new teachers assigned to the school, appraisal of personnel and the other duties outlined above.

The sub-committee believes it necessary that the principal's responsibility and authority be clearly understood by all. The principal in turn has an obligation to create a democratic atmosphere.

Recommendation 4

It is recommended that the functions of the supervisor and other specialists in the Detroit school system be clearly defined, and that each district administrator and building principal encourage a relationship between teachers and supervisors in which they are able to work together as practitioners and specialists to the end that their specialized talents can be used more constructively for the improvement of the instructional program.

Supervision in schools grew up just prior to 1900 as an adjunct to the administration of school routine. It was particularly concerned with the care and management of school buildings, the distribution and use of school supplies, the keeping of registers, the making of reports, etc. Gradually supervision became more concerned with the teaching in the classrooms. Tests were developed with the idea of checking on how "good" teachers were. Checklists were used to see how completely a teacher could be made to follow instructions about a multitude of details. Discipline was the subject of much early supervision, as were the various marking systems that have been devised and discarded through the years.

The modern trend in supervision is to separate it wherever possible from the order-giving function, or from the rating, hiring, or promoting of personnel. If the latter duties cannot be performed entirely by line officers, it is well to assign them to one or two other officers while leaving the bulk of the supervisors free for the other kind of help. Good supervision is a two-way proposition in which teachers may discuss and suggest how supervision and administration may be improved with as much propriety as they may discuss their own improvement.

Recommendation 5

It is recommended that consideration be given to building or purchasing a building in some central location adequate for use as headquarters for the Board of Education and central administrative and staff functions of the school system. In planning these facilities, adequate space should be allotted for housing the necessary personnel functions.

The present location and physical facilities of the Personnel Department are inadequate and not conducive to the most efficient handling of personnel matters. At present, personnel functions are carried on in three separate locations. The present headquarters of the Board certainly has an unfavorable effect on applicants seeking teaching positions. Many of the other staffs that render service to the teachers in the schools are also located in various parts of the city in inadequate quarters. Lack of an adequate central meeting place makes it difficult to hold teacher's meetings and to carry on orientation programs for new teachers.

Recommendation 6

It is recommended that the Superintendent of Schools centralize the responsibility for the personnel functions of the school system under one person as soon as possible. The individual given this responsibility should be a creative individual well acquainted with current educational problems and practices, well versed in modern personnel practices, and capable of developing a

WELL-ROUNDED SCHOOL PERSONNEL PROGRAM IN COOPERATION WITH THOSE ADMINISTRATORS RESPONSIBLE FOR THE OTHER FUNCTIONS OF THE SYSTEM. THIS PERSON SHOULD REPORT DIRECTLY TO THE SUPERINTENDENT.

At present the Personnel Department is under the joint direction of an Assistant Superintendent and an Executive Administrative Assistant, each reporting to the Superintendent of Schools. There is a need for the centralization of all personnel functions and a study of current personnel procedures and practices such as those involved in record keeping to determine what can be done to bring them up to date.

Recommendation 7

IT IS RECOMMENDED THAT AN INDIVIDUAL SKILLED IN PRESS RELATIONS AND CONVERSANT WITH PUBLIC AND COMMUNITY RELATIONS TECHNIQUES BE APPOINTED IN CHARGE OF A SEPARATE DEPARTMENT RESPONSIBLE FOR SCHOOL, PUBLIC AND COMMUNITY RELATIONS MATTERS. THIS INDIVIDUAL SHALL REPORT DIRECTLY TO THE SUPERINTENDENT. HE SHOULD BE SUPPLIED WITH AN ADEQUATE STAFF.

There is an urgent need for a continual interpretation of the educational problems of Detroit to its citizens. There is a need for a well organized service to furnish the community and the personnel of the system with accurate information on what is happening in the schools and why changes are made in operating procedures. There is need for someone skilled in helping the individual teachers, principals, supervisors and administrators in doing a more effective public relations job.

Recommendation 8

IT IS RECOMMENDED THAT THE FOLLOWING BOARD POLICY BE REAFFIRMED AND VIGOROUSLY ENFORCED: IN THE RECRUITMENT, SELECTION, ASSIGNMENT, TRANSFER AND PROMOTION OF ALL PERSONNEL THERE IS TO BE NO INDIVIDUAL OR GROUP DISCRIMINATION BECAUSE OF RACE, COLOR, RELIGIOUS BELIEF OR PLACE OF BIRTH OF THE INDIVIDUAL OR GROUP CONCERNED. THE CITIZENSHIP REQUIREMENT FOR EMPLOYMENT SHOULD BE CONTINUED.

Recommendation 9

IT IS RECOMMENDED THAT THE PRESENT BOARD POLICY ALLOWING INDIVIDUAL EMPLOYEES TO EXAMINE THEIR OWN PERSONNEL FILES BE CONTINUED IN ACCORDANCE WITH THE PROCEDURE OUTLINED IN "TEACHERS' BULLETIN, NUMBER TWO," section G, pp. 7-8.

Individual records of all members of the teaching force are kept in the personnel office. This record should include such things as dates and descriptions of certificates and degrees; date of employment; and record of transfers, promotions and leaves of absence and other records of official action concerning the employee.

Recommendation 10

IT IS RECOMMENDED THAT THE MANUAL "TEACHERS' BULLETIN, NUMBER TWO" BE EXPANDED TO INCLUDE CHAPTERS OUTLINING THE DUTIES, RESPONSIBILITIES, AND LINES OF AUTHORITY OF ALL EDUCATIONAL PERSONNEL FROM SUPERINTENDENT TO TEACHER.

During the past year, a teachers' handbook "Teachers' Bulletin, Number Two" was prepared by a committee appointed by the Superintendent. This manual outlines only the duties and responsibilities of the teacher.

Recommendation 11

IT IS RECOMMENDED THAT A STUDY BE MADE TO DETERMINE THE FEASIBILITY OF ESTABLISHING SEVERAL CENTERS THROUGHOUT THE CITY IN WHICH THE SERVICES RENDERED BY VISITING TEACHERS, ATTENDANCE OFFICERS, AND OTHER SPECIAL WORKERS BE COORDINATED TO THE END THAT THESE GROUPS RENDER IMPROVED SERVICE IN RELATION TO SOCIAL AND ECONOMIC CONDITIONS PREVAILING IN THE DIFFERENT DISTRICTS OF THE CITY.

Such centers, under the district administrators, might be staffed with Psychological Clinic personnel, some psychiatric personnel and Placement Bureau representatives to give improved child guidance services.

II. Recruitment of Teachers

Recommendation 12

IT IS RECOMMENDED THAT IN THE SELECTION OF NEW TEACHERS THE BOARD CONTINUE AND EXPAND ITS PRESENT RECRUITMENT POLICY. THIS POLICY PROVIDES GREATER OPPORTUNITY FOR THE SELECTION OF HIGHLY QUALIFIED TEACHERS.

During the past two years the number of colleges and universities visited by members of the Personnel Department for the purpose of recruiting new teachers has been increased. Letters and brochures calling attention of graduates to teaching opportunities in Detroit have been distributed to a number of additional colleges and universities across the country.

Recommendation 13

IT IS RECOMMENDED THAT THE FOLLOWING PROCEDURE BE ADOPTED BY THE PERSONNEL DEPARTMENT AS ONE MEANS OF ATTRACTING YOUNG TEACHERS TO THE DETROIT SCHOOL SYSTEM: A SECTION OF THE PERSONNEL DEPARTMENT SHOULD BE MADE UP OF YOUNG, PERSONABLE AND ENTHUSIASTIC EXPERIENCED TEACHERS WHO ARE ASSIGNED FULL TIME TO THE TASK OF RECRUITING NEW TEACHERS.

Other cities studied have found it effective to follow this procedure. These people work on programs aimed at getting high school and college students interested in considering teaching as a career, interviewing applicants, and speaking to college seniors qualified for teaching about opportunities in their system.

Recommendation 14

IT IS RECOMMENDED THAT THE SERVICES OF YOUNG, ENTHUSIASTIC, EXPERIENCED TEACHERS AND PROFESSIONAL ADVERTISING PEOPLE BE USED IN THE FUTURE IN PREPARING POSTERS AND BROCHURES UNDER THE DIRECTION OF THE PROPOSED DEPARTMENT RESPONSIBLE FOR SCHOOL, PUBLIC AND COMMUNITY RELATIONS ACTIVITIES, TO MAKE THE BEST POSSIBLE IMPRESSION ON PROSPECTIVE APPLICANTS FOR EMPLOYMENT.

Our study has indicated that many college graduates prefer not to consider teaching opportunities in large cities like Detroit. The recruitment brochure and poster sent to colleges and universities are sometimes the college graduates' first contact with the Detroit schools. Whether or not the graduate decides to accept an interview depends on the "pulling power" of such advertising material compared with similar material from surrounding suburban communities and other comparable city systems.

Recommendation 15

IT IS RECOMMENDED THAT INCREASED USE BE MADE OF "FUTURE TEACHERS CLUBS," GUIDANCE BROCHURES PREPARED WITH THE HELP OF TEACHERS, AND TALKS TO STUDENT GROUPS BY COUNSELORS AND TEACHERS IN ORDER THAT MORE DETROIT HIGH SCHOOL STUDENTS WILL BECOME INTERESTED IN TEACHING AS A CAREER.

The people who will be graduating from college five to ten years from now are at present in the high school. During this period of their development many of them will be deciding on the career they want.

Recommendation 16

IT IS RECOMMENDED THAT, IN ORDER TO INTEREST MORE GRADUATES FROM COLLEGES IN THE NEARBY AREA IN TEACHING IN DETROIT, THE PERSONNEL DEPARTMENT CONSIDER THE EMPLOYMENT OF COLLEGE GRADUATES (WITH AB OR BS DEGREES) IN THE TEACHER EDUCATION PROGRAM AND THOSE GOING ON FOR GRADUATE WORK ON A COOPERATIVE BASIS AS TEACHERS.

Industry has found that cooperative college students who are employed part time by a company while getting their education are usually interested in permanent employment with that company following graduation. This program should be worked out so as to not adversely affect the pupils.

III. Selection of Teachers

Recommendation 17

IT IS RECOMMENDED THAT THE PRESENT EXPERIMENTAL POLICY OF THE BOARD BE CONTINUED AND EXPANDED TO APPLY TO EXPERIENCED TEACHERS WHOSE COLLEGE RECORDS AND RECOMMENDATIONS FURNISHED BY THE SCHOOLS IN WHICH THEY HAVE BEEN EMPLOYED INDICATE THAT THEY ARE SUPERIOR PROSPECTS. IN THIS PLAN SELECTED GRADUATES FROM COLLEGES AND UNIVERSITIES ACCREDITED BY THE NATIONAL COUNCIL FOR ACCREDITATION OF TEACHER EDUCATION ARE EMPLOYED WITHOUT A LENGTHY EMPLOYMENT PROCEDURE. THIS IS TRUE IF THEY ARE IN THE TOP HALF OF THEIR GRADUATING CLASS AND HAVE A "B" OR BETTER IN PRACTICE TEACHING.

The caliber of the teaching force and future supervisors and administrators is determined by the quality of new teachers selected each year. By adhering to consistently high standards, the administration will upgrade the personnel of the system.

It is believed that recommendations of the critic teacher under whom the graduate did practice teaching and those obtained from former employing school systems should be given increased weight in the selection of teachers.

Recommendation 18

IT IS RECOMMENDED THAT TEACHER APPLICANTS WHO DO NOT QUALIFY FOR THIS SHORTENED PROCEDURE SHOULD BE RIGOROUSLY TESTED AND INTERVIEWED. THE PROCEDURE INVOLVING THESE TESTS AND INTERVIEWS SHOULD BE CONTINUOUSLY STUDIED.

Recommendation 19

IT IS RECOMMENDED THAT THE PRESENT PROCEDURE OF REQUIRING A PHYSICAL EXAMINATION FOR ALL PROSPECTIVE EMPLOYEES BE CONTINUED.

Recommendation 20

IT IS RECOMMENDED THAT, ON REQUEST OF THE PERSONNEL DEPARTMENT, ANY APPLICANT MAY BE INTERVIEWED BY THE PSYCHOLOGICAL CLINIC STAFF. ON THE RECOMMENDATION OF THE PERSONNEL DEPARTMENT A SATISFACTORY INTERVIEW WITH THE CONSULTING PSYCHIATRIST OF THE BOARD OF EDUCATION SHOULD BE MADE A CONDITION OF EMPLOYMENT.

Recommendation 21

IT IS RECOMMENDED THAT AN APPLICANT WHO IS FOUND NOT FULLY QUALIFIED FOR CONTRACTUAL EMPLOYMENT SHOULD NOT BE EMPLOYED AS A SUBSTITUTE TEACHER IN A REGULARLY ASSIGNED POSITION (ESRP), UNLESS ACTIVELY WORKING TOWARD FULL QUALIFICATION.

Recommendation 22

IF, HOWEVER, IT IS NECESSARY TO EMPLOY SUCH PERSONNEL (ESRP), IT IS RECOMMENDED THAT A STUDY OF THE SPECIAL PROBLEMS INVOLVED IN THE EMPLOYMENT OF EMERGENCY SUBSTITUTES IN REGULAR POSITIONS BE MADE WITH SPECIAL EMPHASIS ON THE MAXIMUM ALLOWABLE RATIO OF ESRP TO TOTAL FACULTY IN INDIVIDUAL SCHOOLS.

IV. Initial Assignment, Orientation and In-Service Training for Educational Personnel

Recommendation 23

IT IS RECOMMENDED THAT THE ASSIGNMENT OF NEW PERSONNEL BE THE RESPONSIBILITY OF THE PERSONNEL DEPARTMENT CONSULTING WITH THE SUPERVISORY STAFFS, DISTRICT ADMINISTRATORS AND PRINCIPALS TO INSURE THE BEST POSSIBLE PLACEMENT OF EACH NEW TEACHER AND TO THE END THAT EACH SCHOOL BE STAFFED ON AN EQUITABLE BASIS. NEW TEACHERS AND ANY ESRP'S SHOULD BE PLACED IN SCHOOLS AND IN A REASONABLE RATIO TO EXPERIENCED TEACHERS AND WHERE THE WORKING CLIMATE WILL PERMIT OPTIMUM PROFESSIONAL GROWTH AND DEVELOPMENT.

The assignment of educational personnel is of vital importance to the success of a school system whether it be a new teacher or a seasoned veteran. Under the present operation, all assignments are made from a central source, and this has been traditional over many years. With a teaching force of over 10,000, it seems impossible for such an operation to succeed in fitting proper personnel into the places where both the teacher and the individual school will be best served.

Recommendation 24

IT IS RECOMMENDED THAT THE PROBATIONARY PERIOD IN THE DETROIT SCHOOL SYSTEM BE INCREASED TO THREE YEARS, IT BEING UNDERSTOOD THAT SUCH A CHANGE WILL NOT INCUR A SALARY PENALTY.

Interlocked with the assignment of new educational personnel is the problem of the probationary period. An examination of this program in other school systems shows favor for a three-year probationary period. This is based on the belief that three years is needed to evaluate a teacher fully and to thoroughly integrate him into the system.

Recommendation 25

IT IS RECOMMENDED THAT THERE BE ESTABLISHED A STRONG, PLANNED PROGRAM OF ORIENTATION FOR TWO GROUPS: (1) NEW TEACHING PERSONNEL AND (2) TEACHERS, SUPERVISORY PERSONNEL, AND ADMINISTRATORS ASSIGNED TO DISTRICTS WHERE CHANGING CONDITIONS OF POPULATION, ETHNICAL GROUPS, OR OTHER CONDITIONS REQUIRE NEW VIEWPOINTS AND NEW METHODS FROM THE TEACHING STAFFS.

Recommendation 26

IT IS RECOMMENDED THAT CAREFUL CONSIDERATION BE GIVEN TO SUMMER WORKSHOP SESSIONS FOR BOTH TEACHING AND SUPERVISORY PERSONNEL; THAT POLICIES BE ADOPTED BY WHICH TEACHERS ARE ABLE TO ATTEND EDUCATIONAL MEETINGS WITHOUT PRIVATE EXPENSE AND THAT ADEQUATE FINANCIAL INDUCEMENTS CONTINUE TO BE PROVIDED TO ENCOURAGE EDUCATIONAL PERSONNEL TO ELEVATE THEIR ACADEMIC STATURE BY ADVANCING FROM AN A.B. DEGREE UP THROUGH A DOCTORATE.

It has been well demonstrated in all school systems that inservice training must go on daily if the teaching force is to realize its full potential. Our examination of other systems leads to the conclusion that the principal and the supervisory staff have this responsibility; also that for them to fulfill the responsibility they must have opportunities and help from the entire educational body.

V. Appraisal of Educational Personnel and Procedures for Dealing with the Unsatisfactory

Recommendation 27

It is recommended that a new process of appraisal of the work performance of all persons in administrative and teaching positions be considered which will be continuous and by which such personnel will have full access to the reports of their superiors regarding them and by which they will be able to discuss their situation before and after the appraisal is finalized. We suggest that the appraisal system emphasize evaluation by discussion with the individual appraised. It is recognized that a formal record of the appraisal must be made.

Regardless of the length of the probationary period, the success of the program, both for the school system and the individual, will hinge on the institution of an appraisal plan which will, at any point in the probationary period, fully and honestly evaluate the individual. An appraisal should be made at least once each semester during the probationary period.

After the probationary period, an annual appraisal should be made of every person in the educational body during his service in the school system. The results of these appraisals should be made a part of his or her personnel record and be used in decisions affecting reassignment, promotion or other actions affecting the person in his service to the school system.

Recommendation 28

It is recommended that every individual in the educational and administrative staffs be required to have a health examination every three years as a condition for continued employment; also that, at the discretion of administration, personnel may be required to get a health clearance at any time from whatever facility the Board of Education may set up to handle health examinations. It is further recommended that to insure fair treatment of personnel, as well as pupils, it may be necessary to amend the present pension program to provide for early retirement of educational personnel who are no longer able to render effective service to the pupils in the school system.

Equally important with the appraisal of the professional performance of the educational personnel is the need to insure that they are physically fit for their work.

Recommendation 29

It is recommended that a new, equitable and effective procedure be set up for the release of any administrative or teaching personnel who is appraised as unsatisfactory by his or her administrator to ensure that no unsuitable personnel be retained in the system.

Because the task of dealing with unsatisfactory personnel is at the best a most unpleasant one, there is always a tendency to procrastinate in the release of the unsuitable. The procedure for transfer should not be misused as an expedient to avoid release of unsuitable personnel. This is, of course, a great injustice both to the school children and to the teacher involved. Our inquiry into the procedure for this task in the Detroit school system shows that there is now no well ordered or practical program in operation.

VI. Re-Assignment and Transfer

Recommendation 30

IT IS RECOMMENDED THAT THE PROCEDURE FOR HANDLING INVOLUNTARY TRANSFERS OF EDUCATIONAL PERSONNEL BY THE SCHOOL ADMINISTRATION BE THOROUGHLY STUDIED AND REVISED.

The administration may find it necessary to request individual teachers to change their location or teaching assignment from time to time when their services are more needed in the new position than in their present position to serve the best interests of the pupils and the school system and to insure the professional growth of educational personnel at all levels. It is further recognized that when the needs of the school system indicate an unbalance in the quality or number of teachers in a particular school or schools, involuntary transfers will have to be made. Since any individual who is transferred to a position that he or she has not requested may not be challenged to do his or her best work, it would seem desirable for the administration to limit the number of requests for involuntary transfers of employees. Any person requested to accept such a transfer should be given full opportunity to discuss the proposed change. It is recognized that there are emergency situations when the move must be made without an interview with the teacher affected. In any case, after the teacher has tried the new position for a reasonable length of time (at least one semester) and is not satisfied in it, he or she should have the opportunity for a hearing and if possible a transfer to a more satisfactory assignment.

Recommendation 31

IT IS RECOMMENDED THAT THE PRESENT PROCEDURE FOR HANDLING TRANSFERS OF EDUCATIONAL PERSONNEL WHO REQUEST THEM BE DISCONTINUED AND A NEW PROCEDURE BE DEVELOPED.

Individual teachers who may wish to change their location or assignment should have opportunity to request consideration for a transfer. It is the opinion of this sub-committee that the established procedure for handling voluntary transfers now in effect is cumbersome and as applied to teachers is not suited to the system, because

—There is no limit on the number or frequency of requests for transfer individuals may make.

—Requests for transfer must be renewed each year if the individual wants to continue to be considered for another assignment. They should remain continuously in effect until withdrawn or amended by the applicant, until a transfer is effected or when an opportunity for transfer is offered the employee and refused.

—Teachers may now request transfers during their probationary period of employment.

—The present form used by teachers to request transfer is rather involved and requests information already available in the personnel record of the individual.

—At present there is no minimum time required for a teacher who has been transferred to remain in the new position before being considered for another transfer.

Recommendation 32

IT IS RECOMMENDED THAT THE ADMINISTRATION EVALUATE AN INDIVIDUAL TEACHER'S REQUEST FOR TRANSFER AT THE TIME A POSITION IS TO BE FILLED AND GIVE CONSIDERATION TO

The educational qualifications of the individual balanced against the requirements of the position,

Evidence of continued professional growth,

Appraisals and recommendations of principals and supervisors,

Length of time the request has been on file,
Years of teaching service in the Detroit schools,
Reason why transfer is requested.

It is recognized that in the interest of good employee relations and to develop and maintain the morale of the teaching staff the administration must be as fair and equitable as possible in honoring requests of employees for transfers. However, at all times the need of pupils and individual schools must be balanced with the wishes and personal desires of the employees.

VII. Promotion of Educational and Administrative Personnel

Recommendation 33

IT IS RECOMMENDED THAT THE BOARD OF EDUCATION ESTABLISH A NEW AND COMPLETE PROGRAM FOR PROMOTION BY WHICH APPLICANTS, BOTH FROM WITHIN AND WITHOUT THE SYSTEM, WILL BE GIVEN EQUAL OPPORTUNITY.

Earlier in this report, recommendations have been made looking toward the recruitment, training and assignment of a top-flight corp of teachers for the Detroit school system. Recommendations also have been made to insure that their efforts are continuously evaluated as a means of keeping the teaching force at the highest possible professional level and of providing well ordered and documented records that can serve as a basis for the selection of administrative personnel at all levels below that of the Superintendent.

No one will deny that every individual needs supervision if he is to fully realize his potential. Teachers are no exception, and the role of the leader or administrator becomes the keystone by which the team is able to give its best. In all forms of human endeavor, public or private, there is always a fundamental feeling that promotions should be made from the ranks—that there is the right talent somewhere in the group. Unfortunately this is not always true. Equally fallacious is the other opinion that the "new broom" always does a better job.

This sub-committee believes that there should be no rigid rule, either to limit promotions to those from within the system or to set a level below which no outsider can be employed. It further believes that it should be a fundamental policy to give every opportunity to those in the system to apply and be evaluated for administrative or other educational promotions. To carry out such a policy fairly, and in the best interests of the system, will require well ordered procedures for evaluation together with specific requirements of special training and/or experience in the position to be filled. At present there is no evidence of a satisfactory program in operation. The Superintendent's Personnel Policies Advisory Committee is also working on this problem.

Recommendation 34

IT IS RECOMMENDED THAT THE PROMOTIONAL ASSIGNMENT OF AN INDIVIDUAL TO ANY SUPERVISING OR ADMINISTRATIVE POSITION BE FOR A PROBATIONARY PERIOD OF ONE YEAR.

Recommendation 35

IT IS RECOMMENDED THAT THE PRESENT PLAN OF ELIGIBILITY LISTS LASTING FOR THREE YEARS BE ABANDONED AND THAT THE MATTER OF ESTABLISHING ELIGIBILITY LISTS BE PLACED ON A BASIS OF NEED FOR ELIGIBLE PERSONNEL FOR EACH POSITION SO THAT NO EMERGENCY CAN ARISE IN WHICH VACANCIES GO UNFILLED OR ACTING PROMOTIONS ARE MADE FROM ANYWHERE EXCEPT FROM AN ELIGIBILITY LIST.

Continuous maintenance of eligibility lists of sufficient numbers to meet every emergency is basic. At present such lists are established every three years.

VIII. Substitute Teacher Assignment

Recommendation 36

IT IS RECOMMENDED THAT AN AGGRESSIVE PROGRAM OF RECRUITMENT OF SUBSTITUTE TEACHERS WILLING TO TAKE FULL FIVE-DAY WEEK ASSIGNMENTS BE PUT INTO EFFECT.

Many of the present substitutes are willing to take assignments only on certain days of the week and in certain districts or schools.

Recommendation 37

IT IS RECOMMENDED THAT THE SUBSTITUTE SERVICE OF THE PERSONNEL DEPARTMENT CONTINUE TO BE RESPONSIBLE FOR THE RECRUITMENT, SELECTION AND APPROVAL OF SUBSTITUTE TEACHERS IN ACCORDANCE WITH CERTIFICATION REQUIREMENTS. IT IS FURTHER RECOMMENDED THAT THE ASSIGNMENT OF SUBSTITUTES BE A DECENTRALIZED FUNCTION, THE RESPONSIBILITY FOR WHICH SHOULD REST INITIALLY WITH THE EIGHT ADMINISTRATIVE DISTRICTS, FROM LISTS SUPPLIED BY PERSONNEL.

The assignment of substitute teachers has frequently been accomplished under conditions which impose unreasonable strain upon the present staff of the Personnel Department located in inadequate quarters. Local schools usually telephone in their substitute needs in the morning. Needs range from 3000 to 5000 per month. All assignments are now made by the Personnel Department and since virtually all substitute placement is done in the morning, those substitute teachers who have to travel a considerable distance are often unable to report for an assignment until after 10 a.m.

Recommendation 38

IT IS RECOMMENDED THAT A PROGRAM OF ORIENTATION FOR SUBSTITUTE TEACHERS IN THE SCHOOL SYSTEM AND IN THE LOCAL SCHOOL SITUATION BE DEVELOPED AND ADMINISTERED AS A JOINT RESPONSIBILITY OF THE PERSONNEL DEPARTMENT, THE DISTRICT ADMINISTRATOR, THE PRINCIPAL AND THE SUPERVISOR.

At present when substitutes are selected they are given general instructions. There is considerable difference in the methods used by individual principals in introducing new substitute teachers to their schools.

Recommendation 39

IT IS RECOMMENDED THAT THE PERFORMANCE OF EACH SUBSTITUTE TEACHER SHOULD BE APPRAISED EACH SEMESTER, AND THOSE RATED AS UNSATISFACTORY SHOULD BE DROPPED FROM THE APPROVED LIST.

This appraisal should reflect a composite arrived at by averaging the ratings given the individual in the various schools in which he or she has served during the semester.

IX. Compensation and Other Benefits

Recommendation 40

IT IS RECOMMENDED THAT THE BASIC SALARY SCALE FOR TEACHERS BE SUFFICIENT TO ATTRACT AND RETAIN COMPETENT TEACHERS.

Of all the factors necessary to the recruitment and maintenance of top-flight educational personnel, there is none more basic than that of compensation. Proper remuneration for services is vital to giving Detroit's school children the finest possible teaching and administrative staffs and to the furtherance of the professional climate of the system.

If we are to encourage young men and women to enter the profession of teaching and make it a life work, means must be found to insure that they will be compensated adequately for this choice of occupation and that they will be able to go on through their productive life without too great a monetary sacrifice in behalf of their calling.

2

This poses a problem for the system and for the taxpayer who, in the final analysis, foots the bill. It is a two-pronged problem.

—1) The school system must compete for superior talent with neighboring and comparable school systems. This involves working conditions, salaries, other benefits, professional stature and all the things that go to make up the climate in which the individual works. It must be recognized that surrounding communities are outdistancing the Detroit basic salary scale for teachers.

—2) The system must meet the competition of other types of employment. At the moment industry is making serious inroads into the supply of potential teacher material, particularly in the fields of science and mathematics.

This sub-committee recognizes the dangers of any school system becoming involved in a highly competitive race with other systems in the matter of compensation—the danger of creating a spiral of increasing costs. However, the sub-committee feels that competitive conditions must be met with fairness and in sufficient force to give Detroit schools a superior teaching staff.

Recommendation 41

WE RECOMMEND THAT THE BOARD OF EDUCATION EXPLORE MEANS BY WHICH (1) THE DEDICATED TEACHER RENDERING OUTSTANDING SERVICE TO THE PUPILS WILL BE COMPENSATED ADEQUATELY, AND (2) THE TEACHER CARRYING AN EXTRA WORK LOAD WILL BE RECOMPENSED FOR THIS.

Of even greater importance in insuring a teaching force second to none for Detroit's children is the complex problem of adequate recognition (including compensation and other benefits) for the teacher who wants to teach throughout his or her entire career and who is not interested, or perhaps fitted temperamentally, for administrative responsibilities. Today, in the Detroit system as well as in most others, a teacher has little opportunity for increased salary beyond the regular scale unless he or she becomes an administrator. There is also the problem of adequate compensation for the teacher who is assigned to posts where there are problems of excessive pupil turnover, less than adequate facilities, lack of suitable places to live within reasonable distance of the school, overcrowded classes and other problems indigenous to a particular location.

Recommendation 42

IT IS RECOMMENDED THAT THE BOARD OF EDUCATION REVIEW ALL OF ITS PRESENT POLICIES REGARDING THE STATURE OF THE PROFESSIONAL TEACHER IN THE SYSTEM AND HIS COMPENSATION FOR EXTRA DUTIES, EMOLUMENTS FOR PROFESSIONAL ACTIVITIES AND ACADEMIC ADVANCEMENTS, AS WELL AS BENEFITS AFFECTING DEPENDENTS, WITH A DEFINITE POLICY OF INCREASING THESE IN THE INTEREST OF MAKING DETROIT'S TEACHING STAFF NOT ONLY THE BEST IN THE NATION BUT THE SOUNDEST AND HAPPIEST.

Pay checks alone do not constitute compensation, in the broad sense. Neither will they substitute for increased stature for the professional teacher, recognition as a vital part of the "educational team," or for good working conditions. Salary alone will not attract men teachers to the system and it is, we believe, generally agreed that a good supply of male teachers is most desirable.

We would like to call attention to the value of other benefits, such as increased participation by the school system in health and accident benefit premiums, more opportunities for teaching personnel to participate in policy recommendations, and any other benefits looking toward a better climate for the professional teacher.

x. Working Climate of Educational Personnel

Introduction. Working climate is important to the morale and hence the performance of people in their work. Working climate in the sense used here includes all of the factors affecting the professional life of the educational personnel of the system at all of its levels. This report has dealt specifically with situations bearing directly upon the "working climate" in every one of its sections and specific recommendations affecting it have been made. It is obvious that each of the other sub-committee reports will deal with other things that have a bearing on climate.

A modern program of education goes far beyond assignment of children to classes and accounting for their attendance and achievement. Cumulative records and case histories should be started in the first grade and kept up to date as the child progresses through the schools. Closer cooperation between school and home requires much telephoning and much scheduling of parent-teacher conferences. Lunch programs, health programs, field trips, and the requisitioning of special materials to meet the needs of individual children are all time-consuming. Collections, drives, campaigns, and special observances require attention. Typing and duplicating special instructional tools become more important as the curriculum is adjusted to the needs of pupils. Bulletins to parents and citizens in the neighborhood are important.

Integration of the work in the various departments, the preparation of announcements for special programs, the preparation of scripts, and dozens of other duties could be mentioned. Too frequently schools try to do all these things without expanding the clerical staff. Many of them are cared for by teachers. Many of them take time and attention that should be devoted to the more purely professional aspects of teaching.

The situation in Detroit is not unusual in this respect, but it merits attention, nonetheless. The office should be the nerve-center of a well-integrated school. It cannot serve this purpose with the amount of clerical assistance currently available.

However, there are factors of climate which have not readily dropped into position in the other parts of the report of this sub-committee. It is proposed to deal with them now.

Recommendation 43

IT IS RECOMMENDED THAT THE DISTRICT ADMINISTRATOR GIVE PARTICULAR ATTENTION TO THE TASK OF INTEGRATING THE TEACHER INTO THE SCHOOL AND NEIGHBORHOOD COMMUNITY AND ASSUME THE RESPONSIBILITY FOR SEEING THAT THIS IS PROPERLY CARRIED OUT IN ALL SCHOOLS UNDER HIS OR HER JURISDICTION.

While definite recommendations have been made regarding a formalized program of orientation and inservice training both for the new teacher and for the transferee to another school, such procedures will only partially do the job. Equally important is the orientation of the educational personnel into the community in which they will teach; including proper introduction of the parent groups and others in the school area, friendly and helpful welcome by the teaching staff, and a general cooperativeness toward the newcomer.

Recommendation 44

IT IS RECOMMENDED THAT A STUDY BE UNDERTAKEN IMMEDIATELY TO DETERMINE THE NEEDS OF EACH SCHOOL FROM THE STANDPOINT OF PUPIL LOAD AND ITS RELATED PROBLEMS WITH THE OBJECTIVE OF REVISING PRESENT PROCEDURES AND POLICIES TO CORRECT THESE SITUATIONS.

The present practice of determining the pupil-teacher ratio for establishing class load includes some non-teaching personnel in a school on the teacher side of the equation. This sub-committee feels that this is the wrong approach. It further feels class loads should not be established on a rigid city-wide scale, but should be applied to individual situations. Specifically, the more difficult schools should have a smaller load.

As a corollary to this is the conviction that the same principle should apply in the matter of administrative and clerical personnel. Specifically, schools with a high pupil turnover should have more than those with a normal or low incidence of transient pupils.

It also should apply in the matter of allotments of teaching aids and supplemental supplies. Contrary to the current practice of allotment on the basis of number of pupils, consideration should be given to providing more materials to the difficult schools.

Recommendation 45

IT IS RECOMMENDED THAT THE COUNSELING POSITION IN THE SECONDARY SCHOOLS SHOULD NOT BE CONSIDERED AS A PROMOTIONAL STEP. PERSONNEL EMPLOYED AS COUNSELORS SHOULD BE CERTIFIED AS SUCH AND THEIR NUMBERS SHOULD BE SUCH AS TO BRING THE COUNSELOR-PUPIL RATIO TO A REASONABLY EFFECTIVE PROPORTION.

At the present time there are from 450 to 600 pupils assigned to each counselor. The sub-committee does not feel that the purposes of guidance and counseling can be achieved with this pupil load, in conjunction with the time-consuming clerical work that is placed on counselors.

Recommendation 46

IT IS RECOMMENDED THAT THE RECENTLY ESTABLISHED POLICY OF PROVIDING TRAINED PERSONNEL FOR THE SUPERVISION OF LUNCHROOMS IN ELEMENTARY SCHOOLS TO RELIEVE EDUCATIONAL PERSONNEL OF THIS RESPONSIBILITY BE IMPLEMENTED AND CONTINUED.

Use of educational personnel in elementary schools for lunchroom supervision at the expense of providing a pupil-free rest and lunch period for the teacher may be a money-saving economy from a budget standpoint but it is, in the opinion of this sub-committee, a serious detriment to the teaching of Detroit's school children and to the overall morale of such educational personnel.

Recommendation 47

IT IS RECOMMENDED THAT ADEQUATE REST ROOMS AND/OR WORK AREAS BE PROVIDED IN EVERY SCHOOL BUILDING FOR THE EDUCATIONAL PERSONNEL, BOTH MEN AND WOMEN.

This Personnel Sub-committee assumes that the Sub-committee on School Plant will have recognized the need for adequate rest rooms and/or work areas for educational personnel when off duty or when meeting for conferences.

Recommendation 48

IT IS RECOMMENDED THAT TEACHERS PARTICIPATE WITH ADMINISTRATORS IN MAKING RECOMMENDATIONS REGARDING MATTERS OF CURRICULA, TEXTBOOKS, AND SUCH POLICIES AS AFFECT THE TEACHING CLIMATE AND MORALE.

Earlier in this report it was recommended that a committee be established with equal representation from administration and teaching staff for the review of unsuitable personnel previous to action by the Superintendent. The sub-committee feels that it is equally important, after talking to representative groups, that teachers participate in determining all policies that affect the conditions of their employment.

Recommendation 49

IT IS RECOMMENDED THAT THE BOARD ESTABLISH A GRIEVANCE COMMITTEE FOR THE HEARING OF EQUITY CASES OF PERSONNEL AS INDIVIDUALS.

At present the sub-committee finds no clear-cut procedure being used through which an employee may gain a hearing as an individual. Personnel are at times reluctant to complain to the principal.

Recommendation 50

IT IS RECOMMENDED THAT THE BOARD OF EDUCATION GIVE SERIOUS CONSIDERATION TO THE ESTABLISHMENT OF AN OFFICIAL MEANS OF COMMUNICATION TO BE USED FOR THE PROMPT TRANSMISSION OF OFFICIAL ACTIONS AND OTHER PERTINENT INFORMATION TO EVERY EMPLOYEE OF THE SYSTEM.

With the Detroit system now employing nearly 15,000 people, the matter of communication with every employee of the Board of Education is a vital problem. Were every recommendation of this sub-committee to find approval and be undertaken, a majority would fail of accomplishment unless they could be communicated promptly to the people in the system.

Recommendation 51

IT IS RECOMMENDED THAT THE BOARD POLICY OF 1941 (TEACHERS' BULLETIN No. 2, G 36) CONCERNING EMPLOYEE MEMBERSHIP IN ORGANIZATIONS BE REAFFIRMED.

XI. Non-Certificated Personnel

While much of the work of this sub-committee has been given over to a study of the matters related to certificated educational personnel in the schools, attention has also been given to the non-certificated group who form a most important segment of the total school staff. This group includes the engineers, janitors, clerks, stenographers, cleaners, lunchroom workers, technicians, tradesmen, laborers and their supervisory personnel. Approximately 4,600 non-certificated workers are now needed to assist the 10,000 teachers and administrators who are employed by the public school system. The sub-committee is well aware of the important role played by such service personnel in creating an environment which is pleasant, comfortable and conducive to learning throughout the entire school system.

Obviously the sub-committee has not been able, in the time allowed, to look deeply and extensively into all aspects of the services now being rendered. It wishes to state, however, that it is impressed with the quality of the personnel that makes up this group and is satisfied in the main with the personnel policies which are now in effect. These refer more specifically to such matters as the recruitment and selection of workers, practices relating to promotion and transfer, personnel routines and the general conduct of departmental activities. Recruitment practices, particularly, appear to be carefully planned and administered. Personnel routines including records, examinations, service rating procedures and provisions for substitute service appear to be reasonable and fair to all concerned.

However, in order to further improve the operating efficiency and morale of the workers in this department, *the following recommendations are made:*

Recommendation 52

THAT THE "SECRETARIAL HANDBOOK—DETROIT ELEMENTARY SCHOOLS" BE REVISED TO INCLUDE PERTINENT MATERIAL RELATING TO SECRETARIAL STAFFS IN THE SECONDARY SCHOOLS.

Of special importance is the inclusion of material outlining promotional policies which would indicate clearly the procedures to be followed and the qualifications required of each position.

Recommendation 53

THAT THE SUPERVISORY PERSONNEL FOR EACH BRANCH OF THE NON-CERTIFICATED SERVICES EVALUATE ITS PRESENT HANDBOOK OR RELATED MATERIALS WITH A VIEW TOWARD FAMILIARIZING EACH EMPLOYEE WITH COMPLETE AND ACCURATE INFORMATION REGARDING OPERATIONAL POLICIES OF HIS DEPARTMENT.

It is understood that such material has already been developed for janitors and engineers, bath attendants and lunchroom workers. It is the feeling of this sub-committee that the placement of pertinent and appropriate information in the hands of each employee constitutes good personnel policy throughout the school system.

Recommendation 54

THAT A STUDY BE MADE OF THE GROWING DIFFICULTY OF SECURING SECRETARIAL SERVICE FOR ADMINISTRATIVE OFFICES, PARTICULARLY IN THE BOARD OF EDUCATION BUILDING.

Placing such personnel on the same length work-week as clerical employees in some other city departments located in the downtown area might well compensate for additional expenses incurred for parking, travel time and expense, and the higher cost of luncheons, as compared to those persons employed in school buildings in the outlying areas.

Recommendation 55

THAT EACH BRANCH OF THE SERVICES FORMULATE AND EXECUTE ACCORDINGLY A PLAN FOR INSERVICE TRAINING ACCORDING TO THE NEEDS OF THE DEPARTMENT AND THE EXPRESSED NEEDS OF THE WORKERS INVOLVED.

It is the feeling of the sub-committee that training is as important for the non-certificated branches of service as it is for those engaged in teaching in the schools. The sub-committee believes that employees who are given an opportunity to share in planning and suggesting tend to become more productive in their job performance.

Recommendation 56

THAT THE BOARD OF EDUCATION BE COMMENDED FOR INITIATING A POLICY OF ASSIGNMENT OF ADDITIONAL CLERICAL ASSISTANCE TO THOSE SCHOOLS WHERE THE STUDENT POPULATION IS HIGHLY TRANSIENT AND MOBILE.

Since mobility is becoming a factor in more and more of the schools, the sub-committee feels that such service should begin in those buildings where the situation is deemed to be most critical and where such service is especially requested.

Recommendation 57

THAT CONSIDERATION BE GIVEN TO THE ADOPTION OF A POLICY OF PROMOTION OF ENGINEERING PERSONNEL BY COMPETITIVE EXAMINATION.

It is the opinion of the sub-committee that all promotions, contractual and non-contract, should be on the basis of examination, qualifications, and interview.

Conclusion

"Critical analysis of our educational system is certainly in order, but mistaken efforts to place blame through name-calling and fault-finding should not be permitted to obscure the fact that our schools, colleges, and universities are seldom much better or worse than their respective publics want them to be. The best of our institutions certainly rise above common levels of aspirations, yet the vast majority simply mirror the values most commonly held. If American education is to undergo a general improvement, the people at large must place a higher value upon intellectual achievement and must be prepared to uphold higher levels of educational performance."

—*American Council on Education.*

PERSONNEL

Highlights of Factual Data

The following "highlights" are compiled and brought up to date from the factual materials collected by the committee. This section contains data in the following areas:

1. A Breakdown of Detroit Board of Education School Personnel.
2. Some Pertinent Facts About Detroit Educational and Non-Educational Employes.
3. Teacher Needs in the Next Five Years.

Detroit Public Schools
EDUCATIONAL PERSONNEL
June 20, 1958

DIVISION	TOTAL
A. Administration:	
Ed. Exec.	30
Bus. Exec.	5
Bldg. and Grounds	2
Census	1
B. Attendance	74
C. Health:	
Glandular Clinic	1
Physiotherapists	
Drs. and nurses	6
D. Operation:	
Ware. and Dist.	2
E. Food Services:	
Lunchroom Admin.	4
F. Sickness Absence	13
G. Special Research	3
H. Retirement	1
I. Instruction:	
T.V. Classes	5
Div. of Inst.	41
Supr. of Sp. Ed.	6
Inst. Research	4
Children's Museum	6
Psych. Clinic	32
Adult Ed. Supr.	6
Radio and T.V.	8
Guidance and Placement	11
Scout Off., Mult., ROTC, Book Exch.	5
Visiting Teachers	44
Sabbatical Leave	32
Exch. Teachers	6
Training Assign.	2
Adult Day	22
Nursing Program	6
Trades	47
Apprentice:	
Appren. Training	31
Cass Appren.	19

(continued on next page)

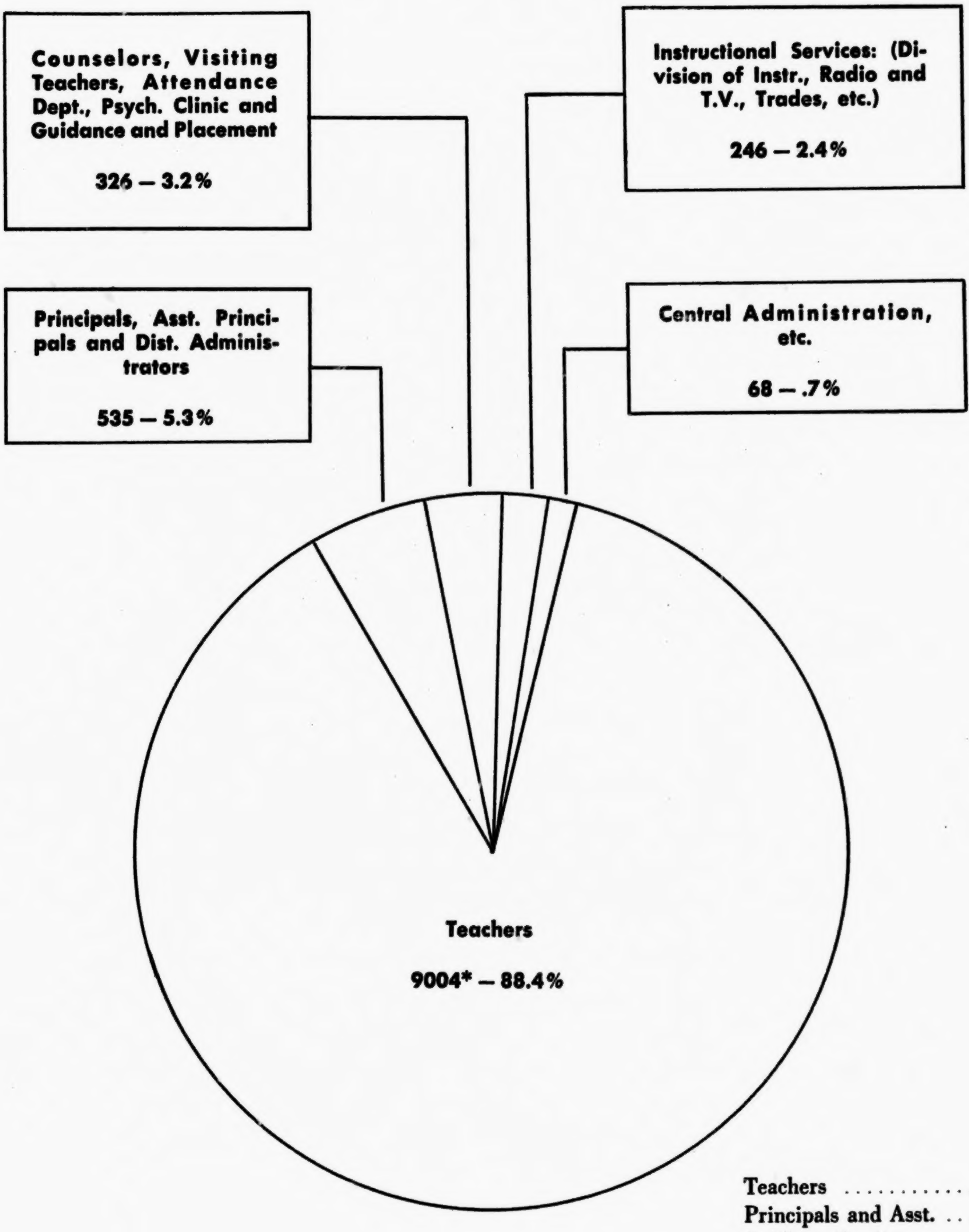
Continuation of I. Instruction: DIVISION	ELEMENTARY	JR. HIGH	SR. HIGH**	SP. EDUCATION	TOTAL
Day School Personnel:					
Dist. Administrator*	6				6
Principal	201	18	21	4	244
Asst. Prin.	228	19	27	11	285
Counselor		34	131		165
Dept. Head		95	154		249
Asst.		7	14		21
Special Inst.			1		1
Americanization				15	15
Apprentice			3		3
Head			1		1
Art	220	30	40	5	295
Attend.		1			1
Aud.	353	24		1	378
Braile				14	14
Commercial		32	227	2	261
Dr. Training			20		20
English		132	330		462
Foreign Lang.	3	13	73		89
Health	449	72	121	7	649
Home Ec.	76	55	88	13	232
Home Room	2863			496	3359
Ind. Art	76	78	172	20	346
Job Up-Grading			8		8
Kindergarten	516			4	520
Librarian	168	19	28	1	216
Lit.	41				41
Math.		121	173		294
Music	273	44	52	6	375
Related Subjects			6		6
Retailing			15		15
Science	267	52	173		492
Social Studies	295	140	206		641
Total	6035	986	2084	599	
		TOTAL EDUCATIONAL PERSONNEL			10179

*As of July 1958 there are five District Administrators in charge of elementary schools and three District Administrators in charge of elementary, secondary and adult education.

**Includes technical high, commercial high and Wilbur Wright.

DISTRIBUTION OF EDUCATIONAL PERSONNEL IN DETROIT PUBLIC SCHOOLS

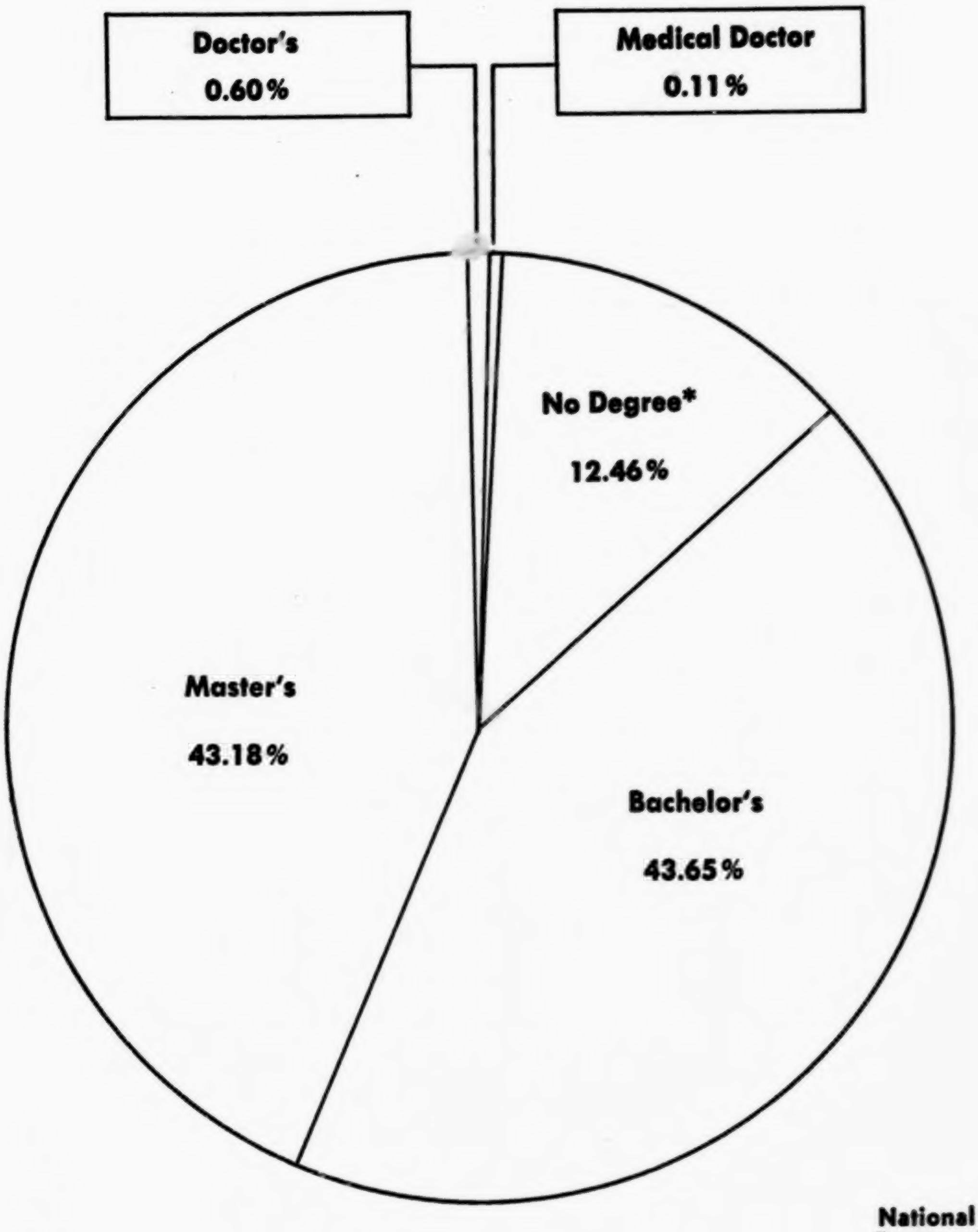
1958



Teachers	9004
Principals and Asst.	535
Guidance Services	326
Inst. Services	246
Others	68
Total	10179

*Includes 270 Department Heads who devote 1/5 of their time to supervision.

DEGREES HELD BY DETROIT PUBLIC SCHOOL EDUCATIONAL PERSONNEL
1958



National Breakdown of Degrees Held by School Personnel — Feb. 1957

No Degree	22.2%
Bachelor's	53.2
Master's	24.3
Doctor's	0.3
Total	100.0%

*Includes teachers from 2 and 3 years normal training at teachers' colleges—teachers of special subjects as music, art, and industrial arts.

Detroit Public School Educational Employes
NUMBER AND PER CENT BY EDUCATIONAL INSTITUTIONS[1]
June 1958

INSTITUTION	NUMBER	PER CENT
Wayne State University	6069	59.65
Michigan Colleges of Education and other Michigan Colleges or Universities	2620	25.75
Other United States Colleges and Universities	528	5.21
Others	957	9.10
Total	10174	100.00

Of the new educational employes hired in 1957-58

46.71% were graduates of Wayne State University
27.72% were graduates of other Michigan Colleges and Universities.

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[1] The institution listed here is the one from which the highest degree was obtained.

AGE DISTRIBUTION OF DETROIT PUBLIC SCHOOL EDUCATIONAL EMPLOYES*
June 20, 1958

AGE	MEN		WOMEN		TOTAL	
	No.	Per Cent	No.	Per Cent	No.	Per Cent
21-25	138	4.2	601	8.5	739	7.3
26-35	1161	36.1	1441	20.7	2602	25.6
36-45	796	24.8	1282	18.4	2078	20.4
46-55	634	19.9	2197	31.6	2831	27.7
56-70	480	15.0	1442	20.8	1922	19.0
Total	3209	100.0	6963	100.0	10172	100.0

Women comprise 68%
Men comprise 32%
of
The total Detroit Educational Staff

***Median Age: 44.35**

DETROIT PUBLIC SCHOOLS HIRED MANY NEW TEACHERS IN THE PAST DECADE

Following is a summary of the number of new contract teachers placed in the Detroit Schools in the ten-year period February 1947 - February 1957. For details see Appendixes I and III.

BRANCH	1947-48	48-49	49-50	50-51	51-52	52-53	53-54	54-55	55-56	56-57	TOTAL
Elementary	292.3	231.7	389.2	544.5	582.3	506.4	579.4	580.0	560.0	522.6	4788.4
Secondary	70.5	34.0	41.5	115.5	112.0	155.4	157.0	130.0	196.0	206.0	1217.9
Total	362.8	255.7	430.7	660.0	694.3	661.8	736.4	710.0	756.0	728.6	6006.3

This indicates that during this period 79.7% of the new teachers were placed in the elementary field and 20.3% in the secondary.

DETROIT PUBLIC SCHOOLS NEED MANY SUBSTITUTE TEACHERS DAILY!

During the school year 1956-57, substitute teachers were needed daily. The following table is a breakdown of the number of substitutes called each month during 1956-57.

September	2945	February	4870
October	4246	March	7276
November	4827	April	4006
December	4337	May	6234
January	4228	June	2933

TRANSFERS IN DETROIT PUBLIC SCHOOLS
September 1958

In September 1958, 901 transfers were made in the Detroit Public School System. Of these transfers made, not all were requests; some were due to shifts in school population.

481 requests for transfers were not fulfilled.

Detroit Public Schools
SALARY SCHEDULE FOR TEACHERS

The following table details the salary schedule for elementary and secondary teachers, social workers, mental examiners, school diagnosticians, and technical administrative assistants:

STEP	LESS THAN MASTER	MASTER	MASTER PLUS 30 HOURS	DOCTOR
Minimum	$4,500	$4,800	$4,800	$4,800
2	4,800	5,100	5,100	5,100
3	5,100	5,400	5,400	5,400
4	5,400	5,700	5,700	5,700
5	5,700	6,000	6,000	6,000
6	6,000	6,300	6,300	6,300
7	6,300	6,600	6,600	6,600
8	6,600	6,900	6,900	6,900
9	6,900	7,200	7,200	7,200
10	7,200	7,500	7,500	7,500
11			7,800	7,800
12				8,100

In June 1958 — the average salary of classroom teachers was $6,325.
In June 1958 — the average salary of all educational employes was $6,622.

NON-CERTIFICATED PERSONNEL
In Detroit Public Schools

COMPOSITION OF THE GROUP

The group of employes not engaged directly in the educational process but who render service to the children, teachers and administrators of the Detroit Public Schools comprise this group. As of September 30, 1957, there were 4,668 such non-certificated personnel on the payroll of the Board. The composition of the group is as follows:(14)*

Professional	92
Clerical	800
Warehousing and Distribution	121
Operation of Buildings	1868
Lunchroom Department	1041
Building Maintenance	836
Technicians	47
Bindery	18
Special Education Service Employes	45

In the past ten year period a comparison of personnel as related to pupil enrollment shows the following:(14)*

	1947-1948	1957-1958	% of INCREASE
Pupils	226,445	281,230	24.2
Certificated Personnel	7,379	10,029	34.69
Non-Certificated Personnel	3,589	4,668	30.6*

For Certificated this gives a ratio of 1 per 30.7 pupils in 1947-48 and 1 per 27.04 pupils in 1957-58 or a drop of 3.66 pupils.

For the non-certificated the ratios were 1 per 63.09 pupils in 1947-48 and 1 per 60.2 in 1957-58 or a drop of 2.89 pupils.

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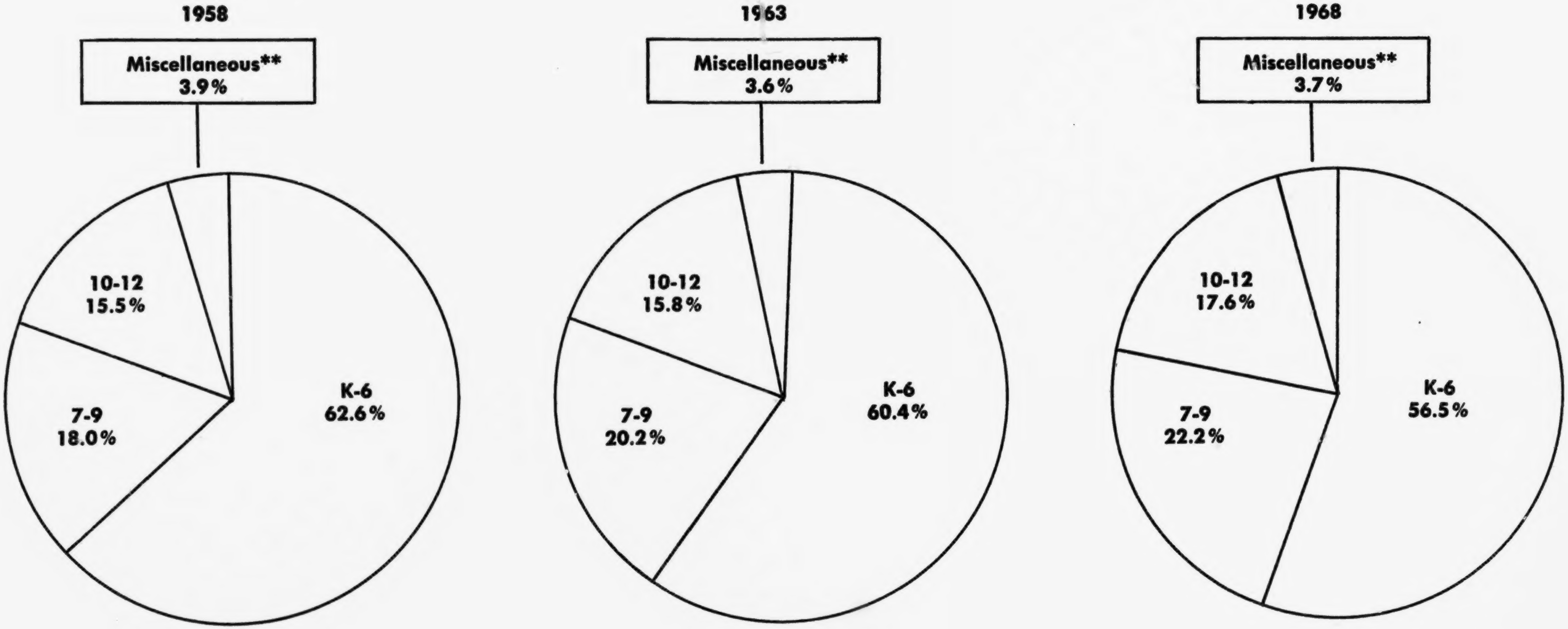
*The increased number of part-time employes is reflected in this figure.

JUNIOR AND SENIOR HIGH ENROLLMENTS IN DETROIT PUBLIC SCHOOLS WILL GROW DURING THE NEXT TEN YEARS

Changes in Grades: K-6; 7-9; and 10-12



Tables and Procedures Used in Estimating Future Enrollments for Detroit Public Schools; based on figures of Department of Administrative Research; April 21, 1958

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*Includes Special Education classes, Job Up-Grading, Americanization, Practical Nursing, etc.

HOW MANY MORE NEW TEACHERS WILL THE DETROIT PUBLIC SCHOOLS NEED IN THE NEXT FIVE YEARS?*

1. *Additional teachers to keep up with increased enrollment without reducing class size.*

By 1963, Detroit Public Schools are expected to have 25,324 more students:

Elementary 1-6	10,021 More Students	325 New Teachers
Junior High 7-9	8,644 More Students	277 New Teachers
Senior High 10-12	6,659 More Students	211 New Teachers

Total new teachers needed for 25,324 more students 813

2. *For replacement of teachers due to death, resignation and leave of absence.*

Over the past five years between 800 and 1000 teachers leave the school system annually. This calls for the hiring of replacements. At an average of about 850 teachers per year, ... 4250 new teachers will be needed for replacement within the next five years.

3. *Teachers to replace those now on the staff who do not meet fully all placement requirements.*

There were in 1957-58 .... 754 ESRPs.

4. *Additional teachers for the purpose of increasing educational services such as counseling, visiting teachers, attendance officers, supervisory staff, etc.*

To increase the number of counselors, visiting teachers, attendance officers, supervisory staff, etc., by 50% would require 170

5. *Reduction of class size.*

Approximately 225 new teachers are needed to reduce class size by 1. In order to reduce over the next five years from 35 to 30, Detroit would need approximately .... 1125 new teachers.

GRAND TOTAL of additional teachers needed by 1963 7112

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*Estimate

PART FOUR

School-Community Relations

RECOMMENDATIONS .... page 137

HIGHLIGHTS .... page 148

NOTE: This page 135 follows page 105. This gap results from substitution of Personnel Highlights for the longer fact-finding section of the complete report. Original page numbers have been retained in reprinted sections.

SCHOOL-COMMUNITY RELATIONS SUB-COMMITTEE

RAMON S. SCRUGGS, *Chairman*

LLOYD ALLEN COOK
MRS. MILDRED JEFFREY
NATHAN J. KAUFMAN
JAMES J. LIGHTBODY, M.D.
ERNEST T. MARSHALL
MRS. CLAUDE A. MOORE
JAMES WINEMAN
MRS. GERTRUDE S. CAPPS, *Recorder*

SCHOOL-COMMUNITY RELATIONS

Recommendations

The area of school-community and human relations is, in a sense, a newcomer to the field of education. Although good educators have throughout the years been concerned and aware of this need, it has been a by-product of education rather than a clearly defined program within the schools.

In recent years the need for a comprehensive program in the area of school-community relations, not incidental or accidental in nature, but deliberate and planned has become obvious to many educators and community leaders. Some of the factors which have crystallized this need are:

1. We have come to realize during the past twenty-five years that the success of children's education is closely related to the relative amount of participation on the part of citizens in the formulation and appraisal of the school program.

2. The increasing growth of urban society, the arrival to our city of large numbers of people who have lived formerly in other parts of America or small rural communities, poses a great challenge to all of our agencies, particularly the schools, to orient and integrate these new settlers in our community.

3. As great as has been the influx of settlers to Detroit, the mobility *within* the city has been even greater. As peoples of different ethnic, religious, racial and economic groups move about within the city and come into contact with other groups there is both a challenge and an opportunity for the school, the central meeting place of these various groups, to contribute in a positive manner to the fulfillment of American democratic ideals. This is necessary not only to strengthen our democracy, but is essential to the improvement of the educational process itself. Effective education calls for a favorable climate to promote learning.

4. In its decision on May 17, 1954, the Supreme Court of the United States expressed several viewpoints on the role of education which are of vital significance to every community in the United States. It said:

> Today, education is perhaps the most important function of state and local governments. . . . It is the very foundation of good citizenship. Today it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him to adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education.

5. As the pace of technological change increases and the nuclear age becomes a greater reality in our daily lives, the need for communal educational planning both for adults and children multiplies accordingly.

6. As our society becomes more complex, the citizen is being called upon to endorse and approve the distribution and spending of public funds for service agencies which did not exist twenty-five to fifty years ago. These conditions, therefore, call for much more intensive communication between school and community in order to assure that the needs of education, a vital element of our democracy, shall not be diminished or neglected in modern society.

7. Recent events on the national and international scene have indicated clearly that the implications of integration, technological changes and equal educational opportunity have a great bearing upon the future aspirations of the American people. These issues, therefore, cannot be borne by educators alone, but must be shared by the total community.

The above conclusions, therefore, lead us to state the following goals and recommendations.

I. Goals in School and Community Relations

1. The overall goal in our schools can be nothing less than the best education for all children, an aim proposing that every child regardless of race, religion, economic status or place of residence be encouraged and enabled to develop to his full potential.

2. The specific emphasis of school-community relations should be on the human factors in the educative process, to the end that teaching and learning be strengthened and improved in all manner of child-parent-teacher associations, both in their inter-personal and group relations.

3. The public schools in a metropolitan area should create a community-centered educational program in which all citizens are informed about the schools, concerned about their performance and improvement and encouraged to spend time and thought on the educational problems, financial issues, and other needs confronting the school system.

4. Many agencies and influences, in addition to the schools, contribute to the education of the child. The development of moral and spiritual values in our children calls for the combined efforts of all to nurture and encourage a set of values that will enable citizens of a democracy to live well with themselves and their fellow men. In the attainment of this objective the personal and intimate influence of the home is most important. In urban society the school and other agencies must offer leadership in focusing family attention on this most urgent need.

5. All policies and actions pertaining to education on the part of both the public and school personnel must be predicated on the general assumption that the welfare and the best interests of children and their preparation for adult life are our primary and foremost concern.

6. The Board of Education and the Detroit Public Schools should offer initiative and leadership to promote and advance basic democratic beliefs and practices.

Recommendation 1

THE BOARD OF EDUCATION ADOPT THE CONCEPT OF SCHOOL-COMMUNITY RELATIONS AS PROPOSED IN THE FACT-FINDING REPORT OF THE SCHOOL-COMMUNITY RELATIONS SUB-COMMITTEE, p.2 ff.

School-Community Relations is a continuous social process which creates an environment or social climate that influences the quality of relationships between persons and groups. It includes both human and school-community relationships, personal and group interactions. All that the school offers—its curriculum, its policy concerning school boundaries, placement of teahers, or use of school buildings—all of these reflect the system's school-community relations.

Each child brings with him to school not only his pencils and books but also a set of values stemming from his background, his feelings, insights — which ultimately influence his learning experiences and performance. The school must not only accept the child but also understand him, motivate and guide him.

It is anticipated that this concept of school-community relations, which presents a program in social pioneering, will not only result in better learning, but will also lead to greater concern on the part of parents for the school and better understanding and intent on the part of school staff of the welfare of the children and the community in which they are a part. The school, although a major community agency, cannot do the above task alone. Other agencies, and particularly the home, must of course assume their responsibilities.

II. Organization and Administration

Recommendation 2

It is recommended that in accordance with the concept of school-community relations expressed in Section I that a Division of School Relations be established and that the administrator of this newly created division be designated as an assistant superintendent.

The individual appointed to the position of Assistant Superintendent in Charge of School Relations shall be one who (1) is conversant with educational philosophy and needs, (2) is sensitive to human relations and is knowledgeable in this field, (3) has a broad public relations background, and (4) possesses the imagination, conviction, courage and ability to develop and administer this division. He shall be responsible directly to the Superintendent.

The above division shall be provided with adequate staff and budget to perform its responsibilities. The Division of School Relations should include the following:

A. *Information Service.* Unanimous and vigorous expression has been given by the City-wide and Regional committees to the urgent need for intensifying and expanding the Information Service of the school system. This includes not only improved communication with the daily press, radio and television, but also with weekly and neighborhood publications. This is basic to improving understanding and awareness of school needs on the part of the general public.

The department should also assume responsibility for improving internal communication. In order to maintain high morale and effective operation in a staff of 15,000 individuals there must be a continuous flow of information concerning school practices, proposed changes and newly adopted policies.

The Information Department should coordinate all information services of the Board of Education. It should also provide technical assistance in the preparation of the various Board publications including curriculums, teacher guides, texts, the *Detroit Schools* and various reports.

This department should be staffed with the best available persons conversant with modern press and public relations media.

B. *Parent - School Relations.* This department would have the overall responsibility for initiating and assisting in the organization of parent-teacher groups. It would provide leadership for strengthening parent-teacher programs and for assuring complete freedom for parent and personnel participation. It would constantly seek to develop new and imaginative means of communication between school and parents and would promote and encourage parent-teacher conferences and orientation programs.

C. *Human Relations Program.* The Division of School Relations would have a primary responsibility in developing a comprehensive program in the area of human relations. We commend the present human relations program, particularly the work of the Coordinating Committee as it has operated on a city-wide, district-wide and individual school basis. We urge that this program be strengthened and intensified.

Under the leadership of the School Relations Division an intensive program of orientation in the field of human relations should be instituted for members of the staff: teachers, administrators and supervisors. We also recommend that in order to promote and facilitate this program that District Administrators, the Division of Instruction and principals be given the responsibility for its implementation and improvement at their respective levels.

D. *Community Use of School Buildings.* We believe that a community-centered school, one that serves as a center for many community activities, that is intimately associated with the life of the community and that utilizes community resources in the improvement of the educational program, is the desirable goal for our city. To attain the above objective we recommend that community use of school buildings be placed within the scope of this division and that the principle of liberalizing rental fees and intensifying community use of school plants be expanded immediately.

E. *Public Complaints and Misunderstandings.* Most complaints are handled at the local school level. This practice should be encouraged. However, many parents and citizens, either because they are not familiar with the procedure or are reluctant to bring their problem to the local school, call or come to the central office.

Although many staff members at the central office do handle complaints, it is believed that the establishment within the Division of School Relations of a special department, consisting of skillful and trained personnel, is necessary. This step will expedite the handling of complaints, misunderstandings; will serve as an efficient means for follow up; and will lead to clearer crystallization and interpretation of Board policy. As data is received by this department it will be analyzed and referred to the Superintendent with recommendations in those areas where trends point to a need for appraisal or a change in policy.

F. *Coordination with Curriculum Areas.* It is proposed that this department be included in the planning of curriculum and curriculum changes so that the total school program will be in tune with the aims and objectives of the school-relations program.

G. *Coordination with City and Civic Agencies.* This department shall be in close contact with city and civic agencies in order to maintain a flow of communication between schools and community and between community and schools.

III. The Schools' Relation to the Community

In reviewing the policies of the Board of Education on "intercultural education," on "human relations" and on "fair employment practices," we believe that in addition to these positive statements the Board of Education should formulate a definitive and comprehensive policy on the entire area of school-community relations, and give unqualified support to both the principle and practice of democratic human relations. Moreover, we regard the public school not as a mere complying ageny but as an educational institution in our community that offers leadership to promote and advance basic democratic beliefs.

We recommend that in keeping with sound administrative, personnel and curriculum practices; the placement of teachers, the establishment of school boundaries and the content of the curriculum reflect and express the above principles both in word and deed. The observance of the above policy in actual practice is the only assurance that the implementation of the principle has been realized.

Recommendation 3

THE BOARD OF EDUCATION FIRMLY AND VIGOROUSLY ENFORCE ITS PRESENT POLICY THAT THE SELECTION, PROMOTION, AND PARTICULARLY THE ASSIGNMENT OF TEACHERS AND OTHER PERSONNEL BE ADMINISTERED WITHOUT REGARD TO RACE, RELIGION OR ETHNIC BACKGROUND. TO FULFILL THIS GOAL RESPONSIBILITY BE ASSIGNED TO THE ASSISTANT SUPERINTENDENT IN CHARGE OF PERSONNEL.

Any assignment of personnel which denies equal placement opportunities to certain teachers because of their race, religion or ethnic backgrounds also deprives some schools and many students of the opportunity to enjoy experiences rich in democratic human values—experiences which associations with people of other racial, religious and ethnic groups can provide.

In conjunction with the policy on assignment we recommend that teachers who do not meet fully all requirements for Detroit placement (ESRPs), when assigned, should be placed throughout the city so that no particular school or area has a disproportionate number.

Recommendation 4

A COMPLETE ANALYSIS BE MADE IMMEDIATELY OF ALL SCHOOL BOUNDARIES WITHIN OUR CITY FOR THE EXPRESS PURPOSE OF ESTABLISHING SCHOOL DISTRICTS THAT WILL BE BASED ON MAJOR PRINCIPLES: SAFETY OF THE CHILD; DISTANCE INVOLVED; EFFICIENT USE OF SCHOOL PLANT; AND THE INCLUSION OF ALL ETHNIC, RACIAL AND RELIGIOUS GROUPS RESIDING IN EACH SCHOOL AREA.

The public school is often referred to as the mortar of American beliefs and ideals—the institution which serves to cement relationships among our people. It is, therefore, proposed that whenever and wherever boundary lines can be drawn wherein children of different ethnic, racial and economic backgrounds can be educated in one school building (while still maintaining the principles of safety and distance from home) *this* course should become the accepted procedure for establishing boundary lines. This practice will greatly enhance the schools' role as a living example of American democracy. The problems existing in other communities can be prevented in our city through foresight and planning.

Recommendation 5

WHENEVER THE DETROIT PUBLIC SCHOOLS FIND IT NECESSARY TO BUS CHILDREN FROM ONE SCHOOL—WHICH CANNOT NORMALLY SERVE THEM DUE TO OVERCROWDING—TO ANOTHER SCHOOL, SUCH BUSSING SHOULD BE CARRIED OUT IN ACCORDANCE WITH THE PRINCIPLES IN RECOMMENDATION 4.

We approach this practice with the same philosophy expressed in the comment under recommendation 4.

Recommendation 6

IT IS RECOMMENDED THAT STEPS BE TAKEN IMMEDIATELY TO PROVIDE EQUAL EDUCATIONAL OPPORTUNITIES TO EVERY CHILD IN OUR COMMUNITY, AND THAT THERE BE CONTINUOUS APPRAISAL OF THIS PROGRAM SO THAT INEQUALITIES MAY BE PROMPTLY RECTIFIED.

This recommendation particularly applies to high school curriculum where in some instances the committee has found that courses required for college preparatory work were not available. Supplies, equipment and other teaching aids should be provided all schools on an equal basis.

Recommendation 7

THE SCHOOL SHOULD ASSUME LEADERSHIP IN THE COMMUNITY TO DEVELOP A CLIMATE WHEREIN UNDERSTANDING AND MUTUAL RESPECT BETWEEN DIFFERENT ETHNIC AND SOCIO-ECONOMIC GROUPS IS ENCOURAGED AND FACILITATED. HOWEVER, THE DIVISION OF SCHOOL RELATIONS SHALL HAVE RESPONSIBILITY FOR THE OVERALL SUPERVISION OF THIS PROGRAM.

While the schools presently conduct a program in this area, it is believed that where opportunities do not exist in the school for the natural association of youngsters of differing backgrounds, programs of exchange visits through student councils, honor societies, sports clubs, athletic events, etc. should be strengthened and expanded. Where possible, cooperative programs on an area or city-wide basis should be undertaken. Attention should also be given to extending the American Field Service Foreign Exchange student program to all high schools in the system.

Recommendation 8

UNDER THE LEADERSHIP OF THE SCHOOL RELATIONS DIVISION AN INTENSIVE PROGRAM OF ORIENTATION IN THE FIELD OF HUMAN RELATIONS BE INSTITUTED FOR MEMBERS OF THE STAFF, TEACHERS, ADMINISTRATORS AND SUPERVISORS. WE ALSO RECOMMEND THAT IN ORDER TO PROMOTE AND FACILITATE THIS PROGRAM THAT DISTRICT ADMINISTRATORS AND PRINCIPALS BE GIVEN THE RESPONSIBILITY FOR ITS IMPLEMENTATION AND IMPROVEMENT.

There is great need, both at the teacher training level and in the in-service training of teachers, that greater emphasis be devoted to the orientation of educators in the area of school-community relations. The needs of an urban community have become complex over the years, and some planned teacher guidance on "understanding your community" will help teachers in attaining a better understanding of their children and the community of which they are a part, and result in a better school program.

In both the classroom and in school visits the inclusion in social studies and other curriculums of information and material about the people who live in our community, their culture and heritage; of industry and organized labor; of new arrivals from overseas and other sections of the United States and Canada; and of organizations with which people of differing background identify is vital in developing a climate of mutual respect and understanding.

Recommendation 9

EACH SCHOOL FACULTY DEVOTE TIME DURING THE YEAR TO A STUDY OF THE COMMUNITY IMMEDIATELY SURROUNDING THE SCHOOL, AND THAT THE SCHOOL UTILIZE THESE RESOURCES IN RELATION TO ITS PROGRAM. IT IS ALSO RECOMMENDED THAT EACH SCHOOL BE REQUIRED TO KEEP A WRITTEN INVENTORY OF THESE RESOURCES AND THAT THESE RESOURCES ARE TO BE MADE AVAILABLE AND SHARED WITH THE COMMUNITY.

Regional committees in their recommendations stressed the importance of an expanded and continuing community relations program with neighborhood groups and agencies. It is believed that valuable assistance in building positive attitudes toward the schools and in augmenting parent participation in school and citizenship activities will be among the many gains from this program.

Recommendation 10

AN UNDERSTANDING AND APPRECIATION OF THE DEVELOPMENT OF THE PUBLIC SCHOOL SYSTEM—ITS ORIGIN, ITS GOALS AND ITS TRANSITIONS—ARE ESSENTIAL FOR A BETTER EVALUATION OF THE PRESENT EDUCATIONAL PROGRAM. WE RECOMMEND THAT STEPS BE TAKEN TO INCLUDE THIS NEED ON BOTH A YOUTH AND ADULT LEVEL IN ORDER TO FURTHER COMMUNITY UNDERSTANDING AND PARTICIPATION IN OUR SCHOOLS.

Recommendation 11

THE BOARD OF EDUCATION REVIEW THE ADULT EDUCATION PROGRAM AND PARTICIPATE IN A COORDINATED OVERALL STUDY OF ALL PROGRAMS IN EXISTENCE, AND IN THE LIGHT OF CHANGING PATTERNS IN OUR SOCIETY PRESENT A CREATIVE AND CHALLENGING PROGRAM FOR THE COMING DECADE.

The report of the President's committee on adult education, study of the Michigan Adult Education Association, and report of the Detroit Board of Education give evidence of the vastly increased interest in adult education in recent years in Detroit and in the nation. Since the mid-twenties, for example, there has been a fourfold increase in the number of participants throughout the country in adult education.

The greater leisure which will come in the next several years with the accelerated introduction of automation in shops, retail stores and offices, and the longer life expectancy means that many more will turn their attention to delayed ambitions for self-fulfillment. Avocational pursuits, personality development, social and cultural learning, citizenship training, family living are but some of the ways in which individuals can find an interesting and satisfying life. This offers great opportunity to Detroit schools to devise programs sufficiently imaginative and creative to attract the young adult, the senior citizen or the many who in the past have not been touched by the desire for self-development.

Immediate steps should be taken to provide additional administrative staff in order that the present program of adult education be strengthened; secondly, plans should be undertaken now in cooperation with Wayne State University, the University of Michigan, the Detroit Public Library and other educational and cultural institutions as well as voluntary agencies to plan for the next ten years.

Recommendation 12

AS RAPIDLY AS POSSIBLE THE HIGH SCHOOLS OF DETROIT BE REDUCED IN SIZE AND PLACED ON A SINGLE SESSION SIX CLOCK HOUR SCHEDULE.

The present double session, part-time program leads to the following difficulties: (a) it interferes greatly with, if not makes impossible, the development of the high school as a good community, (b) it curtails greatly both the amount and quality of participation in extracurricular activities, and (c) by turning large numbers of youth out onto the community in the middle of the day without supervision, it often leads to the abuse of leisure time which many families and many neighborhoods are not equipped to handle.

Recommendation 13

TO ENABLE HIGH SCHOOL STUDENTS TO HAVE THE MAXIMUM TRAINING IN CITIZENSHIP RESPONSIBILITY, STUDENT GOVERNMENT SHOULD RECEIVE THE WHOLE-HEARTED SUPPORT OF CENTRAL ADMINISTRATION AND PRINCIPALS, AND THE SKILLED ASSISTANCE OF TEACHER-ADVISERS. IT IS FURTHER RECOMMENDED THAT ATTENTION BE GIVEN TO THE DEVELOPMENT OF STUDENT GOVERNMENT IN THE JUNIOR HIGH SCHOOLS.

One of the most effective processes in equipping young people for adult responsibility is through participation in genuine student government. This requires a favorable climate in which the student body is helped to see clearly its role in relation to school administration, in which there is full opportunity for decision-making and for the carrying out of those decisions.

Recommendation 14

THE FREE DISCUSSION OF IDEAS IN THE CLASSROOM SHOULD BE SUPPORTED BY THE BOARD OF EDUCATION AND ALSO BY THE COMMUNITY, AND STIMULATED BY THE ADMINISTRATION.

The committee supports the statement of the Superintendent in the "Teachers' Bulletin, Number Two," in the belief that objective discussion of controversial issues in the classroom is a primary requisite in the development of young minds and in preparing the youth of today for meeting the problems of tomorrow. The inclusion of suggested discussion subjects together with supplemental reading lists in the social studies classroom should be extended, and every effort made to encourage all social studies teachers and those in other disciplines as the need arises to deal with controversial subjects in the classroom. We cannot expect the citizens of tomorrow to handle well the great issues with which they will be confronted unless in their high school years they are given training in searching for the facts and in developing a lively curiosity.

The City-wide Committee on School-Community Relations endorses the following recommendations made by the Community Relations Sub-committee of the North Region:

THE HIGH SCHOOL AND JUNIOR HIGH SCHOOL COUNSELORS' CASE LOAD BE REDUCED TO 300 STUDENTS MAXIMUM.

The present case load ranges from about 450 students per counselor in the high schools to 650 students per counselor in the junior high schools. Work with this large a number is a virtual impossibility. This proposal for a 300 maximum case load for the counselor does not infer, however, that this size case load would insure adequate counseling for the individual child. Rather, this proposal is within the framework of counseling services as presently perceived in the Detroit system. To do the type of counseling which the committee would like to see done, it would be necessary to reduce the case load, increase counselor training and have highly-trained specialized personnel to assist the counselor in his work.

POLICIES AND PRACTICES OF THE COUNSELING SYSTEM BE MADE MORE UNIFORM SO THAT THERE ARE CERTAIN BASIC COUNSELING SERVICES OFFERED A STUDENT REGARDLESS OF THE SCHOOL IN WHICH HE IS ENROLLED.

It was found in our survey that counseling policies and practices were often not based on case load needs and on current professional thinking but rather on the interests, skills or biases of principal or counselor.

ALL COUNSELORS SHOULD HAVE A MASTER'S DEGREE (OR ITS PROFESSIONAL EQUIVALENT) IN COUNSELING AND GUIDANCE. FURTHER, COUNSELING SHOULD NOT BE CONSIDERED A PROMOTIONAL POSITION BUT RATHER A POSITION FOR WHICH ONE SPECIFICALLY TRAINS.

Training in one academic area does not insure skill in counseling, and therefore transfers from an academic field to counseling are inappropriate.

INSERVICE TRAINING SHOULD BE AVAILABLE IN ALL SCHOOLS FOR GUIDANCE PERSONNEL AND TEACHERS.

Inservice training represents the heart of a counseling system, for without proper orientation on the part of the principal, teacher, counselor and other school personnel the counseling system becomes ineffective and virtually useless.

INDIVIDUAL CONFERENCES WITH STUDENTS SHOULD BE HELD IN A PRIVATE PLACE FREE FROM INTERRUPTION AND WITH DIGNITY COMMENSURATE WITH THE JOB TO BE DONE. SUCH PRIVATE FACILITIES SHOULD ALSO BE MADE AVAILABLE FOR PARENT-TEACHER CONFERENCES, VISITING TEACHERS, ETC.

It was found in our study that in some schools such conferences are presently held in the corridors, boiler rooms, etc.

IV. The Community's Relations to the Schools

Recommendation 15

THAT THE BOARD OF EDUCATION REVIEW ITS ROLE AS THE LEGAL REPRESENTATIVE OF THE PEOPLE OF DETROIT GIVING SPECIAL ATTENTION TO ITS RESPONSIBILITIES IN VOICING THE NEEDS OF EDUCATION, IN FORMULATING POLICY, IN SERVING AS AN APPEAL BOARD AND IN APPRAISING EDUCATION PROGRESS.

The responsibility of the Board is one of the least clearly defined and understood facets of our school system. We believe that an early appraisal by the Board of its major responsibilities and the proportionate amount of time spent by the Board on each would be productive both for the Board in the use of its valuable time and in interpreting more explicitly the role of the Board to the general public.

Recommendation 16

THAT ALL BOARD OF EDUCATION POLICIES, WITH THE DATE OF ADOPTION, BE COMPILED IN A MANUAL AND MADE AVAILABLE TO STAFF AND PUBLIC. IN CONJUNCTION WITH THIS EFFORT, WE FURTHER RECOMMEND THAT ADMINISTRATIVE PRACTICES BE COMPILED AND RELATED TO BOARD OF EDUCATION POLICY.

It is believed that by making these policies readily available to school personnel, parents and citizens, much of the misunderstanding which surrounds some policies of the Board and administrative policies and procedures will be dispelled.

It further enables interested persons in evaluating these policies and in making constructive suggestions for improvement.

Recommendation 17

THE BOARD OF EDUCATION AUTHORIZE AND DIRECT THE SUPERINTENDENT TO COMPLETE AT THE EARLIEST POSSIBLE TIME THE TASK OF (a) DEFINING JOB FUNCTIONS AND LINES OF RESPONSIBILITY AND (b) TO PROVIDE THIS INFORMATION TO ALL SCHOOL EMPLOYEES AND THE PUBLIC. THE ABOVE STUDY IS TO APPLY TO ADMINISTRATIVE PERSONNEL.

Recommendation 18

THE BOARD OF EDUCATION PLAN SOME MEETINGS DURING THE EVENING HOURS WHEN GREATER CITIZEN PARTICIPATION IS POSSIBLE. THE BOARD OF EDUCATION ALSO CONSIDER SOME MEETINGS ON THE "TOWN HALL" TYPE WHERE CITIZENS COULD EXPRESS THEIR VIEWS UPON EDUCATIONAL NEEDS.

In recent years the principle of the lighted schoolhouse has won wide acceptance throughout the nation. The utilization of the school facilities during out-of-school hours not only assures a better return on the taxpayers' investment in the enormous capital outlay for school buildings, but also provides greatly needed space for children's use and adults'. Our increasing and mobile population, with its accelerated interest in adult education and recreational activities, requires close cooperation between the school system, public and voluntary agencies. We believe that these pressing needs can be met through the adoption of the two following recommendations.

SCHOOL-COMMUNITY RELATIONS—RECOMMENDATIONS

Recommendation 19

The Board of Education review present policy concerning use of schools by the community. That steps be taken to liberalize present rate restrictions to allow for greater use of school facilities particularly in those parts of our city where lack of playgrounds, adequate home facilities, etc., call for greater use of organized and supervised community activities. We also recommend that district administrators and principals be given greater latitude in use of school buildings for community services.

Recommendation 20

The Board of Education immediately initiate a request to the Parks and Recreation Commission for a joint study to determine how the present use of school buildings by BOTH public agencies can be better planned and coordinated and to arrive at ways in which use of school buildings can be extended in a manner which will contribute to strengthening community organization and citizen involvement in community affairs.

It is believed that closer coordination between the two agencies will not only lead to better programming but may result in more efficient and economical use of plant facilities.

Recommendation 21

Many valuable suggestions have been made by the Regional Committees and by citizens generally to the City-wide committee of ways in which closer relations might be established between the home and the school. The committee takes special note of the urgency with which these suggestions are made. Strong feeling exists that a firm effort needs to be made quickly to create more opportunities on a personalized basis for parents to confer with teachers and administrators. The success of such a program requires that parents feel that they are respected and genuinely welcomed to the school. Equal concern has been expressed that parents understand their obligations to their children and to the schools and that the schools in cooperation with other agencies in the community give leadership in increasing the awareness and sensitivity of parents to their responsibilities in developing in their children character and positive attitudes toward education. It is hoped that through these efforts improved self-discipline on the part of students with greater citizenship involvement in the school and in the community will result.

Specific recommendations follow:

A. During each school term there be an orientation program to acquaint parents with school curriculum, regulations and practices.

B. At regular intervals attractive, concisely written reports be made to parents notifying them of contemplated basic changes in the school program and acquainting them with the total program relating to the child in school.

C. We commend the recent growth of organizations involving parents and teachers. We recommend that these groups continuously reappraise their objectives and practices to make certain that the maximum benefits to school and community be derived from this relationship. We recommend that each school have a parent-teacher organization with full participation and support by the staff.

Our interpretation of parent-teacher organizations does not include mothers' clubs. While we do not propose the elimination of mothers' clubs where they seem desirable, we do not believe that they can replace a strong, active parent-teacher group wherein fathers, mothers and teachers participate, which can only be achieved during the evening hours.

D. We commend those instances where funds raised by parent-teacher groups are applied to equalize educational opportunities in our community (Student Trip Assistance of the PTA). We, THEREFORE, RECOMMEND THAT THE BOARD OF EDUCATION IN CONJUNCTION WITH THESE ORGANIZATIONS REVIEW PRESENT PRACTICES IN THE USE OF SUCH FUNDS FOR THE PURPOSE OF EXTENDING THE PRINCIPLE APPLIED IN THE ABOVE EXAMPLE.

Recommendation 22

OUR COMMITTEE ENDORSES THE RECOMMENDATIONS MADE BY BOTH THE SCHOOL PLANT AND PERSONNEL SUB-COMMITTEES FOR THE CONSTRUCTION OF A BOARD OF EDUCATION CENTRAL ADMINISTRATIVE BUILDING. (See recommendation 13, School Plant; 5, Personnel.)

V. Future Needs in School Relations

ESPECIALLY AS DEVELOPED BY THE HUMAN RELATIONS DEPARTMENT

Recommendation 23

WE COMMEND THE PROGRESS IN THE FIELD OF HUMAN RELATIONS MADE THROUGH THE PARTICIPATION OF MANY INTERESTED INDIVIDUALS AND GROUPS IN THE DETROIT SCHOOL SYSTEM. WE RECOMMEND THAT THIS PROGRAM BE SUPPORTED AND STRENGTHENED BY THE ASSISTANCE OF OUTSIDE CONSULTANTS.

Recommendation 24

ANNUALLY EACH SCHOOL, EACH DISTRICT, AND THE DIVISION OF SCHOOL RELATIONS PREPARE A REPORT IN WHICH THE ACTIVITIES, NEEDS, AND PLANS FOR THE HUMAN RELATIONS PROGRAM BE APPRAISED AND EVALUATED. WE ALSO RECOMMEND THAT AT EACH OF THESE LEVELS CITIZEN COMMITTEES BE INCLUDED IN THE APPRAISAL PROCESS.

Recommendation 25

A PILOT SCHOOL BE SET UP IN EACH REGION FOR THE PURPOSE OF INITIATING COMMUNITY-CENTERED SCHOOLS WHEREIN URBAN NEEDS OF CHILDREN AND ADULTS BECOME AN INTEGRAL PART OF THE SCHOOL PROGRAM. THIS IS TO INCLUDE SOCIAL, RECREATIONAL, CULTURAL AND VOCATIONAL INTERESTS.

For many years the concept of a community school was deemed an idealistic theory. Now, after two decades of experimentation in Flint, Cleveland and many other systems, the evidence is clear that both in philosophy and practical application the community school is sound. This is an exciting extension of the school in meeting the needs of the whole child and in reaching adults in the school neighborhood, involving them in activity and in accepting community responsibility. The City-wide committee is joined by the Regional committees in enthusiastically urging the initiation by the Board of Education of a pilot program in Detroit school districts. We believe that this offers a realistic and enormously productive means of extending participation of parents and citizens not only in school problems but in the large and small problems of a large urban community.

Recommendation 26

THE BOARD OF EDUCATION INITIATE A COORDINATING COMMITTEE WITH WAYNE STATE UNIVERSITY, THE UNIVERSITY OF MICHIGAN AND OTHER NEARBY UNIVERSITIES OR COLLEGES TO AUGMENT EMPHASIS UPON URBAN SCHOOL-COMMUNITY RELATIONS DURING THE TEACHER-TRAINING PERIOD.

Recommendation 27

IN THE PLANNING OF NEW SCHOOL BUILDINGS ARCHITECTS WITH IMAGINATION AND SKILL BE ENCOURAGED TO DESIGN BUILDINGS WHICH ARE CONDUCIVE TO WIDER COMMUNITY USE.

Recommendation 28

THAT THE DETROIT PUBLIC SCHOOLS CONSIDER THE ESTABLISHMENT OF A PILOT GUIDANCE PROJECT DESIGNED TO RAISE THE EDUCATIONAL AND VOCATIONAL ASPIRATIONS OF JUNIOR AND SENIOR HIGH SCHOOL YOUTH IN THE LOW SOCIO-ECONOMIC AREAS, SIMILAR TO THE DEMONSTRATION GUIDANCE PROJECT NOW BEING CONDUCTED IN A NEW YORK JUNIOR HIGH SCHOOL.

The progress and evaluation reports of the New York experiment give conclusive evidence of the positive results that can be achieved in a low socio-economic area when a specific program is planned and geared to the improvement of a particular school situation. We commend the experiment, The Detroit School and Community Project for Reducing Delinquent Behavior, a cooperative effort between the Board of Education and the Commission on Children and Youth. This project, which is carried on at the Alger, Berry, Bunche, Burton, Foch, Hanneman and Sampson Schools, partially attempts to fulfill the New York goal and is a desirable step in the guidance of youth.

Recommendation 29

THE BOARD OF EDUCATION TAKE STEPS TO INITIATE THE ESTABLISHMENT OF A CITY-WIDE COUNCIL, REPRESENTING THE SCHOOLS, THE DEPARTMENT OF PARKS AND RECREATION, THE POLICE DEPARTMENT, THE DEPARTMENT OF HEALTH, THE CITY PLANNING COMMISSION, THE COMMISSISON ON COMMUNITY RELATIONS, THE COMMISSION ON CHILDREN AND YOUTH, UNITED COMMUNITY SERVICES, ETC., TO APPRAISE THE NEEDS OF OUR COMMUNITY IN THOSE AREAS WHERE SERVICES OVERLAP AND TO COORDINATE THESE ACTIVITIES SO THAT TOTAL COMMUNITY NEEDS AND EFFICIENT OPERATION BE ENHANCED.

Recommendation 30

WE COMMEND THE BOARD OF EDUCATION FOR THE ESTABLISHMENT OF A CITIZENS ADVISORY COMMITTEE ON SCHOOL NEEDS. THE COMMUNICATION THAT RESULTS BETWEEN PROFESSIONAL STAFF AND CITIZENS, AND THE PROCESS WHICH ACCOMPANIES THIS PROCEDURE, ARE MOST IMPORTANT TO THE IMPROVEMENT OF PUBLIC EDUCATION. WE RECOMMEND THAT THE BOARD OF EDUCATION CONTINUE THIS PROCESS OF INVOLVING CITIZENS IN CONTINUING STUDY AND IMPLEMENTATION.

SCHOOL-COMMUNITY RELATIONS

Highlights of Factual Data

The following "highlights" are compiled and brought up to date from the factual materials collected by the committee. This section contains data in the following areas:

1. Some Factual Data Concerning the Detroit Community in General.
2. Socio-economic Data Relating to the Schools.
3. Organization of the Human Relations Program.

WHO ARE DETROITERS?*

only 27% of Detroiters lived in Detroit all their lives
17% lived here less than 7 years
11% lived here 8 to 13 years
11% lived here 14 to 23 years
29% lived here 24 to 43 years
3% lived here over 44 years
2% not ascertained

of these migrants
16% came from Michigan, outside Detroit area
19% from other North Central States
13% from Northeastern States
30% from Southern States
2% from Western States

of the above migrants to Detroit:
18% lived on a farm before coming to Detroit
28% lived in towns less than 25,000
10% lived in towns 25,000 to 99,999
15% lived in cities 100,000 to 999,999
4% lived in cities over 1 million
20% lived in foreign places
5% unknown

In 1954 — only 18% of the persons in Detroit who lived within four miles of the City Hall were native born Detroiters!

One out of *five* mothers in Detroit was working!

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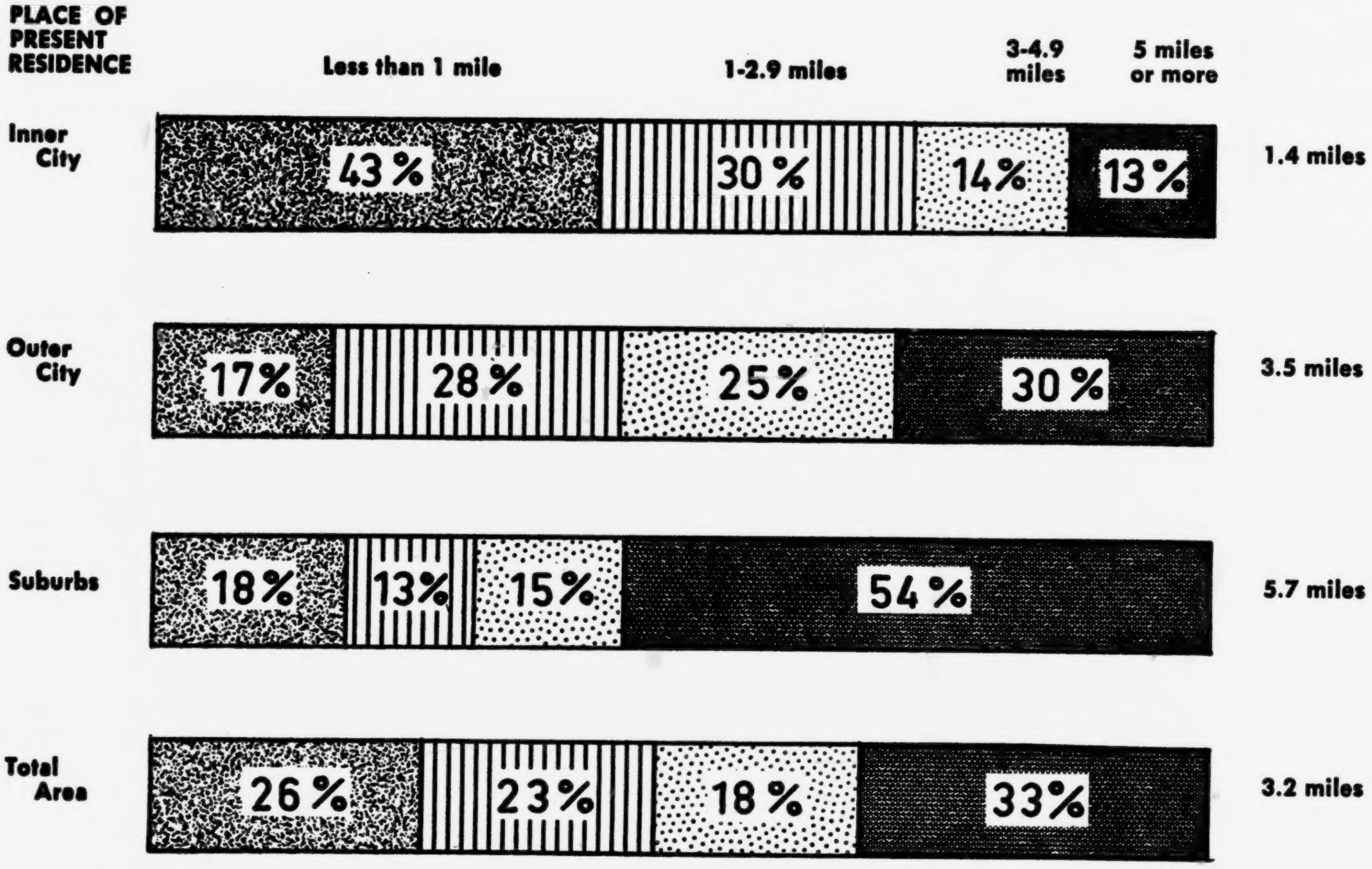
*Based on the University of Michigan *Detroit Area Study.*

MOBILITY IN DETROIT AFFECTS SCHOOLS!*



The most recent Detroit Area Study, 1956, discusses mobility. It indicates that:

17% of Greater Detroit residents have lived at their present address less than 1 year.

50% moved less than 4.4 years ago.

1 out of every 4 adults has lived at the same address for longer than 10 years and 0.6 per cent of adult residents of the Detroit area have lived all their lives in the same dwelling unit.

Detroit's neighborhoods are undergoing many changes!

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*Based on the University of Michigan *Detroit Area Study.*

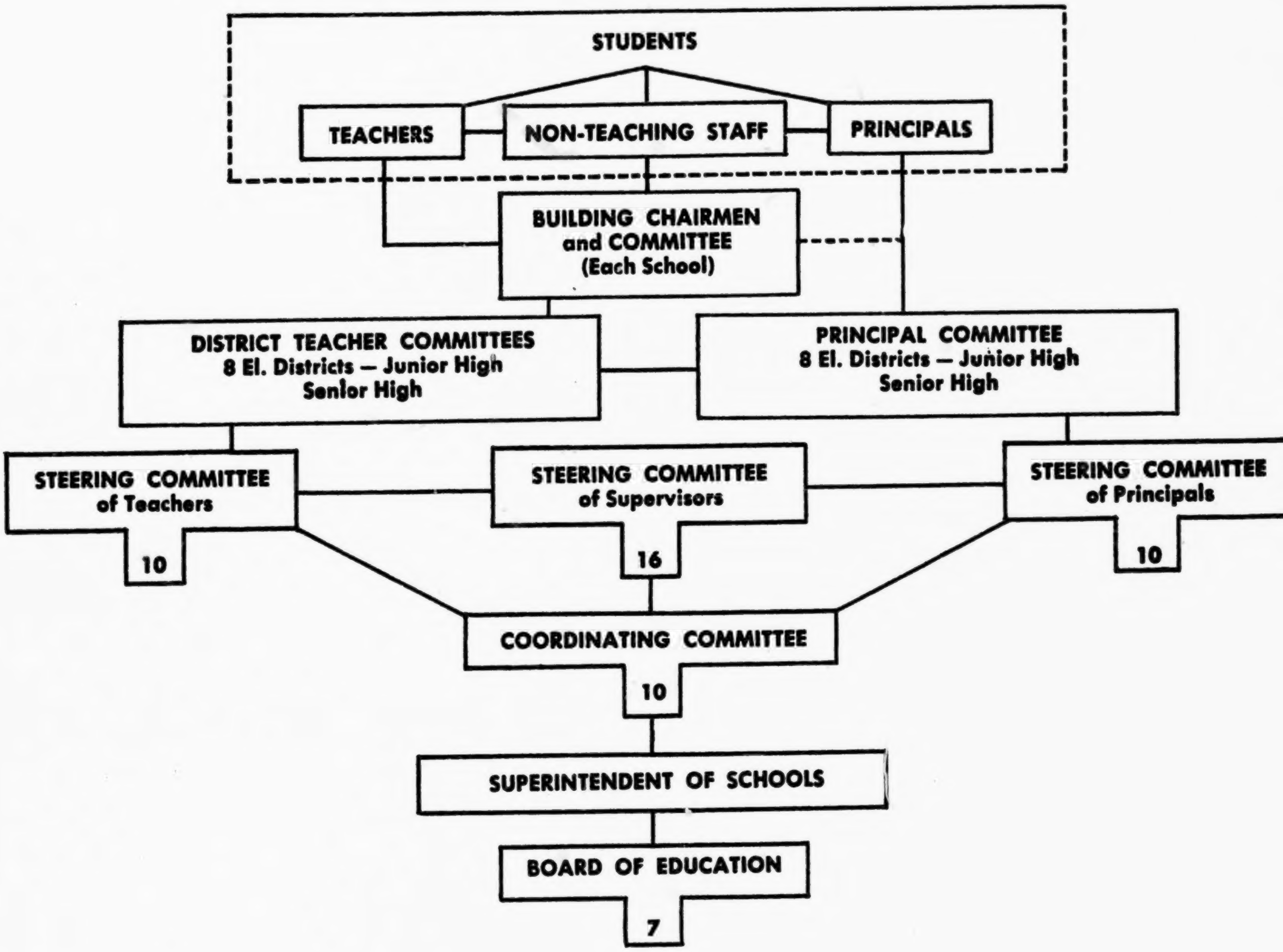
REFERRALS FOR ATTENDANCE DEPARTMENT SERVICE

Summary of Diagnoses According to Type of School
1956-57

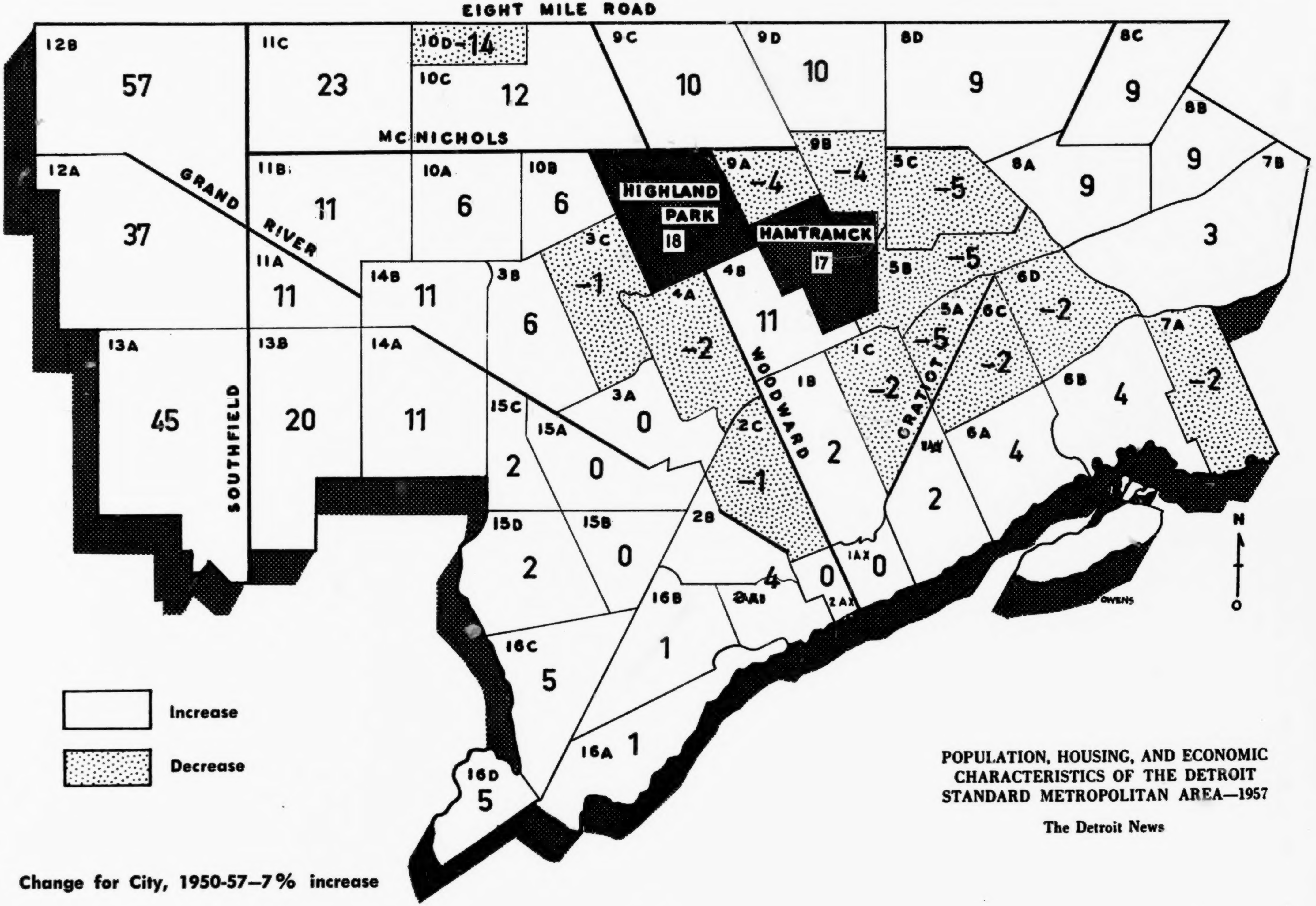
DIAGNOSES	NON-PUBLIC	ELEM.	JR. HIGH	HIGH	TRADE	SPECIAL ED.	OFFICE	TOTAL	TOTAL % OF
Poverty - Present	236	15711	6077	4052	431	1790	3897	32194	25.7
Truant	249	2426	2387	2429	328	1426	223	9468	7.6
Poverty - Absent	31	4020	358	131	26	293	321	5180	4.1
Neglect	55	931	113	48	7	109	41	1304	1.0
Sick	538	13554	4541	2858	243	2144	580	24458	19.6
Kept	213	5382	1936	955	113	1042	207	9848	7.9
Child Accounting	86	1202	292	408	22	178	5372	7560	6.0
Adjustment	133	1764	462	765	64	250	3626	7064	5.7
Can't Locate	252	4474	684	424	67	318	495	6714	5.4
Left City	427	3994	403	353	26	140	613	5956	4.8
Transfer	378	3131	434	432	53	201	296	4925	3.9
Left	106	1322	406	790	191	473	470	3758	3.0
Tuition	0	178	160	1294	53	210	640	2535	2.0
Redistrict	56	1001	268	239	29	194	387	2174	1.7
Tardiness	17	955	262	109	12	164	14	1533	1.2
Detention Home	2	105	106	100	11	119	15	458	0.4
TOTAL	2779	60150	18889	15387	1676	9051	17197	125129	100.0

Each Attendance Officer had to make about 13 calls per day!

HUMAN RELATIONS ORGANIZATION CHART FOR DETROIT


STUDENTS
TEACHERS
NON-TEACHING STAFF
PRINCIPALS
BUILDING CHAIRMEN and COMMITTEE (Each School)
DISTRICT TEACHER COMMITTEES 8 El. Districts — Junior High Senior High
PRINCIPAL COMMITTEE 8 El. Districts — Junior High Senior High
STEERING COMMITTEE of Teachers
10
STEERING COMMITTEE of Supervisors
16
STEERING COMMITTEE of Principals
10
COORDINATING COMMITTEE
10
SUPERINTENDENT OF SCHOOLS
BOARD OF EDUCATION
7

DETROIT HOUSING CHANGES
1950-1957

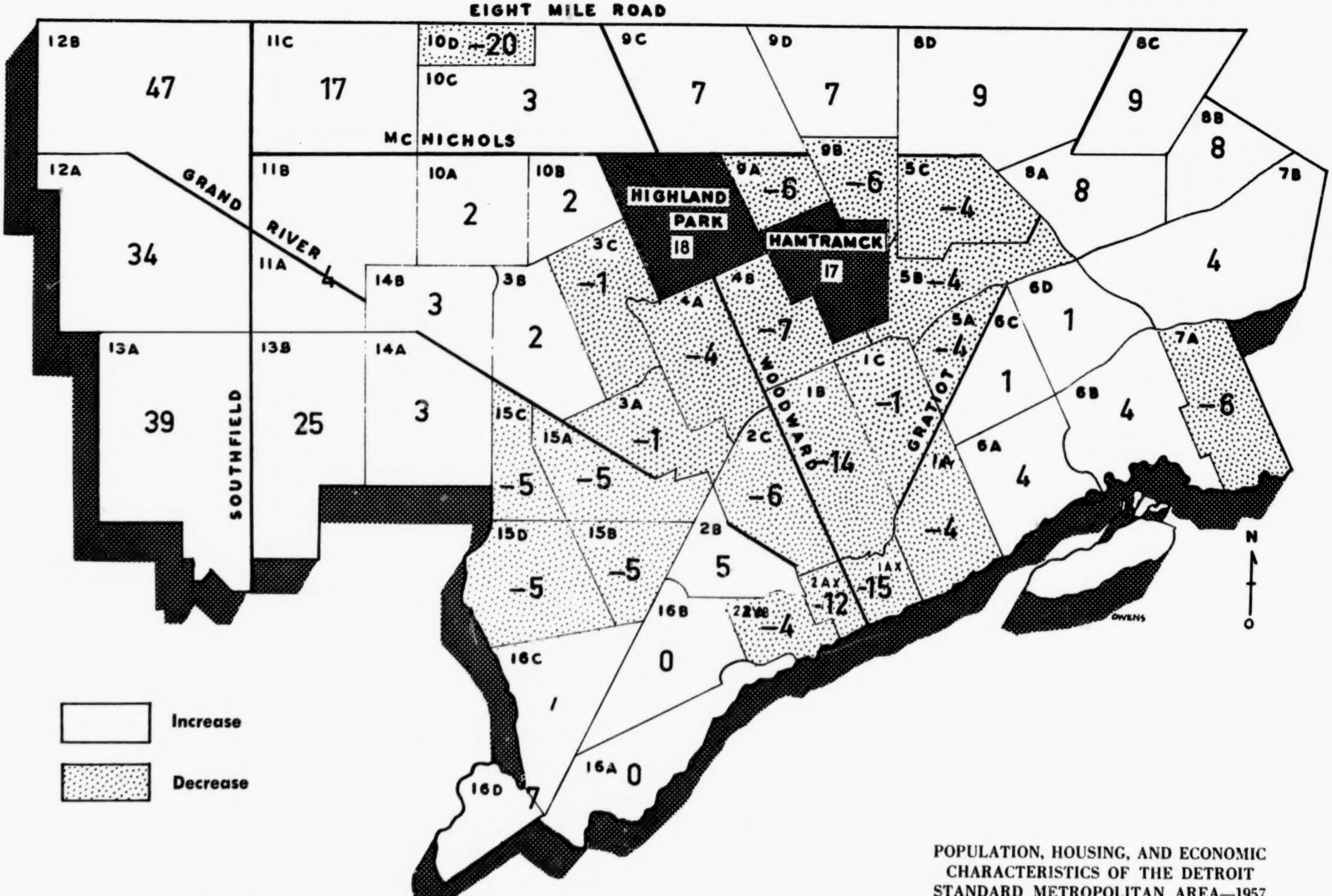

EIGHT MILE ROAD
MC NICHOLS
GRAND RIVER
SOUTHFIELD
WOODWARD
GRATIOT
HIGHLAND PARK 18
HAMTRAMCK 17
12B 57
11C 23
10D -14
10C 12
9C 10
9D 10
8D 9
8C 9
8B 9
8A 9
7B 3
12A 37
11B 11
10A 6
10B 6
9A -4
9B -4
5C -5
5B -5
3C -1
4A -2
4B 11
11A 11
14B 11
3B 6
5A -5
6C -2
6D -2
7A -2
1C -2
1B 2
6B 4
6A 4
13A 45
13B 20
14A 11
3A 0
15C 2
15A 0
2C -1
2
15D 2
15B 0
2B 4
0
1AX 0
2AX
16B 1
16C 5
16A 1
16D 5
OWENS
N
Increase
Decrease

Change for City, 1950-57—7% increase

POPULATION, HOUSING, AND ECONOMIC
CHARACTERISTICS OF THE DETROIT
STANDARD METROPOLITAN AREA—1957

The Detroit News

POPULATION CHANGES
1950-1957


EIGHT MILE ROAD
MC NICHOLS
GRAND RIVER
SOUTHFIELD
WOODWARD
GRATIOT
HIGHLAND PARK 18
HAMTRAMCK 17
12B 47
11C 17
10D -20
10C 3
9C 7
9D 7
8D 9
8C 9
8B 8
7B
12A 34
11B
11A 4
10A 2
10B 2
3C -1
9A -6
9B -6
5C -4
8A 8
4
14B 3
3B 2
4B -7
4A -4
5B -4
5A -4
6D 1
6C 1
7A -6
13A 39
13B 25
14A 3
15C -5
15A -5
3A -1
2C -6
1B -14
1C -7
1A -4
6A 4
6B 4
15D -5
15B -5
2B 5
2AX -12
1AX -15
2A -4
16B 0
16C 1
16A 0
16D 7
OWENS
N
Increase
Decrease

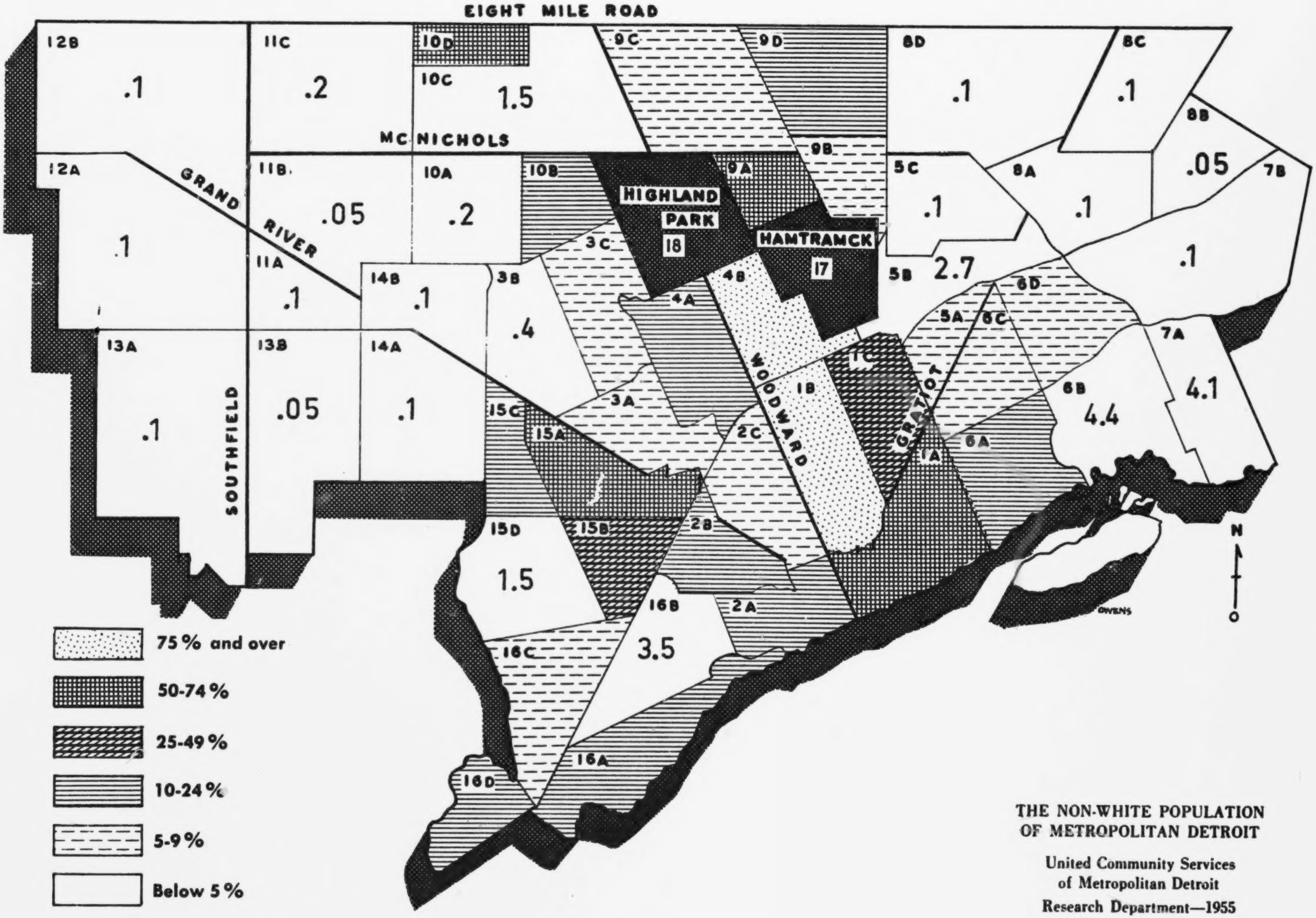
Change for City, 1950-57—3% increase

POPULATION, HOUSING, AND ECONOMIC CHARACTERISTICS OF THE DETROIT STANDARD METROPOLITAN AREA—1957

The Detroit News

NON-WHITE PERCENT OF TOTAL POPULATION

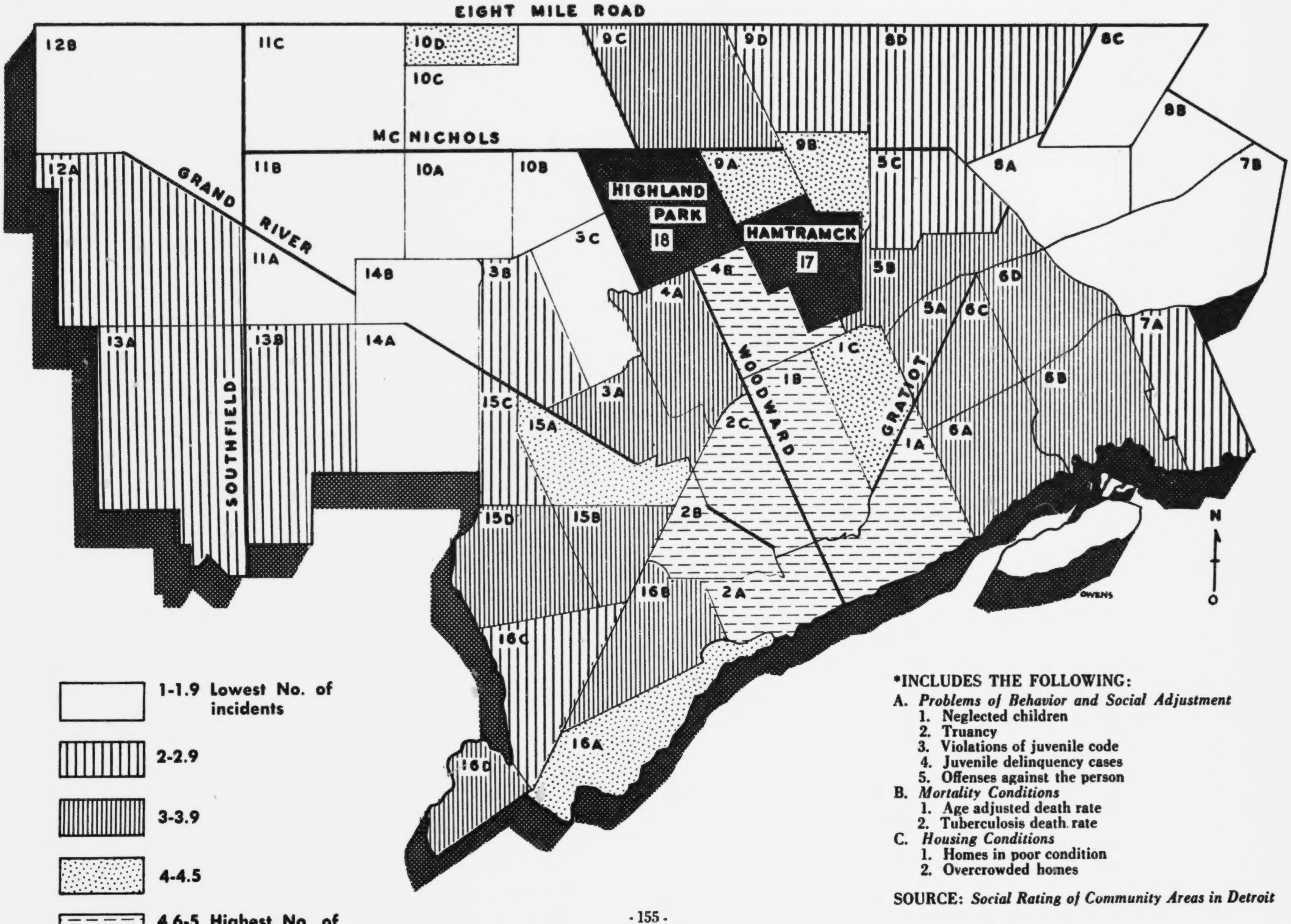
Based on 1950 Census


EIGHT MILE ROAD
MC NICHOLS
GRAND RIVER
SOUTHFIELD
WOODWARD
GRATIOT
HIGHLAND PARK 18
HAMTRAMCK 17
12B .1
11C .2
10D
10C 1.5
9C
9D
8D .1
8C .1
8B .05
7B
12A .1
11B .05
10A .2
10B
9A
9B
5C .1
8A .1
.1
11A .1
14B .1
3C
3B .4
4B
4A
5B 2.7
6D
5A
6C
7A 4.1
13A .1
13B .05
14A .1
15C
15A
3A
2C
1B
1C
1A
6A
6B 4.4
15D 1.5
15B
2B
16B 3.5
2A
16C
16A
16D
OWENS
N
75 % and over
50-74 %
25-49 %
10-24 %
5-9 %
Below 5 %

THE NON-WHITE POPULATION
OF METROPOLITAN DETROIT

United Community Services
of Metropolitan Detroit
Research Department—1955

SOCIAL RATING OF SUBCOMMUNITIES IN DETROIT BY INDICES OF ECONOMIC LEVEL AND COMMUNITY PROBLEMS (quintile values)* 1955


EIGHT MILE ROAD
MC NICHOLS
GRAND RIVER
SOUTHFIELD
WOODWARD
GRATIOT
HIGHLAND PARK
18
HAMTRAMCK
17
12B
12A
11C
11B
11A
10D
10C
10A
10B
9C
9D
9B
9A
8D
8C
8B
8A
7B
7A
5C
5B
5A
6D
6C
6B
6A
4B
4A
3C
3B
3A
14B
14A
13A
13B
15C
15A
15D
15B
1C
1B
1A
2C
2B
2A
16B
16C
16A
16D
OWENS
N
1-1.9 Lowest No. of incidents
2-2.9
3-3.9
4-4.5
4.6-5 Highest No. of

*INCLUDES THE FOLLOWING:

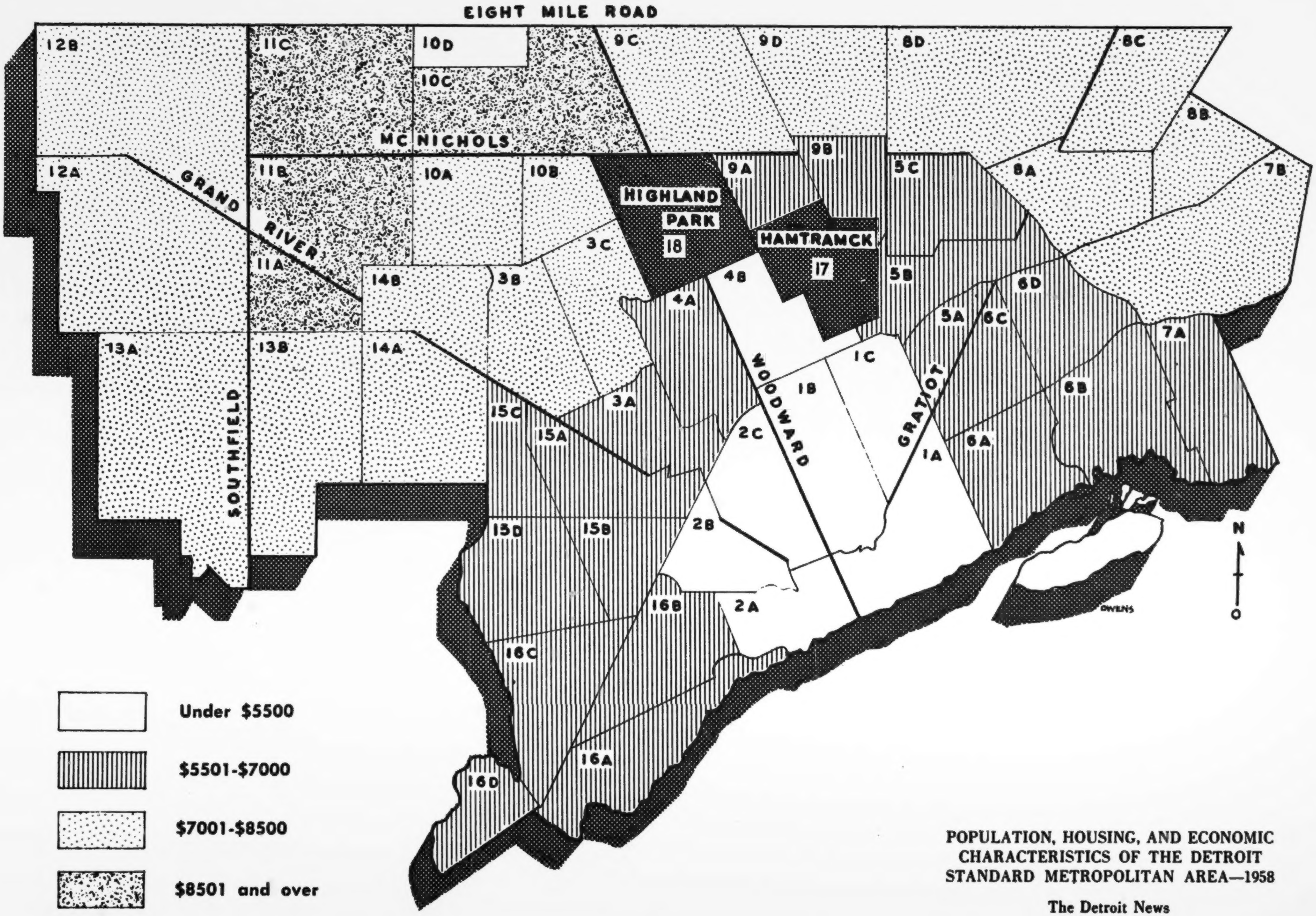
A. *Problems of Behavior and Social Adjustment*
   1. Neglected children
   2. Truancy
   3. Violations of juvenile code
   4. Juvenile delinquency cases
   5. Offenses against the person

B. *Mortality Conditions*
   1. Age adjusted death rate
   2. Tuberculosis death rate

C. *Housing Conditions*
   1. Homes in poor condition
   2. Overcrowded homes

SOURCE: *Social Rating of Community Areas in Detroit*

AVERAGE FAMILY INCOME FOR DETROIT BY SUB-COMMUNITIES
1957


EIGHT MILE ROAD
MC NICHOLS
GRAND RIVER
SOUTHFIELD
WOODWARD
GRATIOT
HIGHLAND PARK 18
HAMTRAMCK 17
12B
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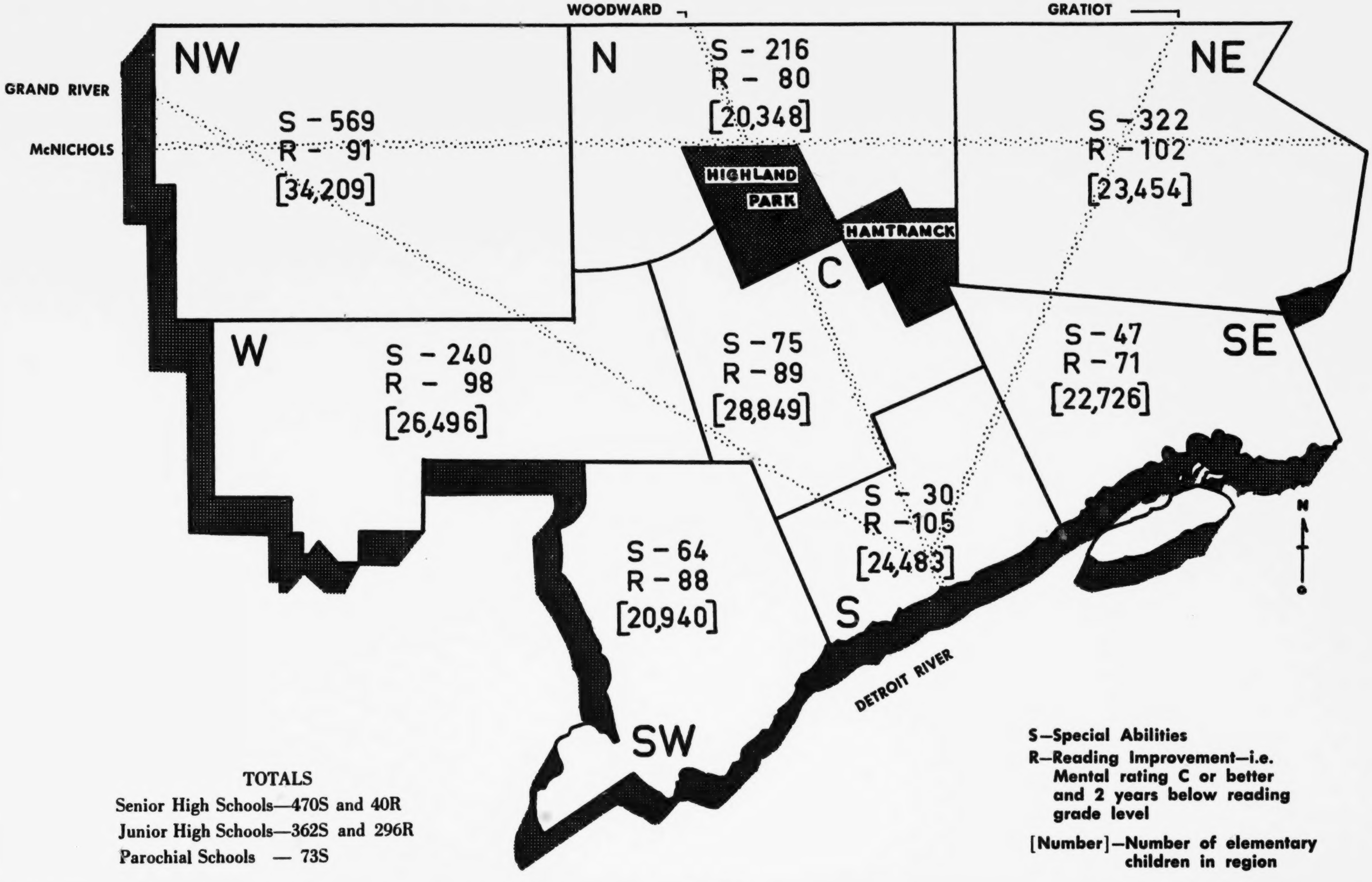
9C
9D
9A
9B
8D
8C
8B
8A
7B
7A
5C
5B
5A
6D
6C
6B
6A
4A
4B
3C
3B
3A
14B
14A
13A
13B
15C
15A
15B
15D
16B
16C
16A
16D
2C
2B
2A
1C
1B
1A
N
OWENS
□ Under $5500
▥ $5501-$7000
░ $7001-$8500
▩ $8501 and over

POPULATION, HOUSING, AND ECONOMIC
CHARACTERISTICS OF THE DETROIT
STANDARD METROPOLITAN AREA—1958

The Detroit News

DISTRIBUTION OF PUPILS IN SPECIAL ABILITIES AND READING IMPROVEMENT CLASSES
(After School and Saturday Morning) Spring 1958


WOODWARD
GRATIOT
GRAND RIVER
McNICHOLS
NW
S – 569
R – 91
[34,209]
N
S – 216
R – 80
[20,348]
NE
S – 322
R – 102
[23,454]
HIGHLAND PARK
HAMTRAMCK
C
S – 75
R – 89
[28,849]
W
S – 240
R – 98
[26,496]
SE
S – 47
R – 71
[22,726]
S
S – 30
R – 105
[24,483]
SW
S – 64
R – 88
[20,940]
DETROIT RIVER
N

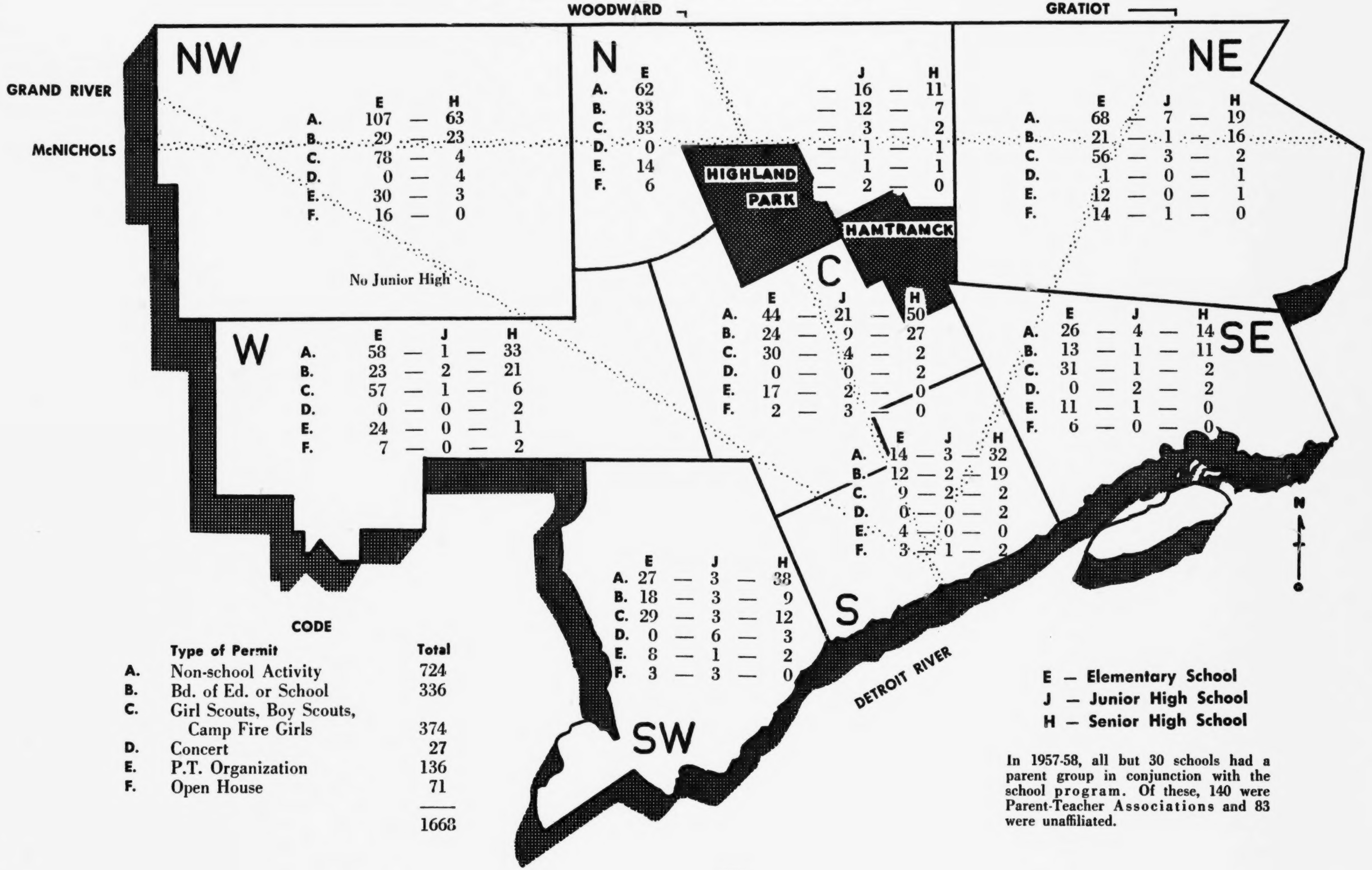
S–Special Abilities
R–Reading Improvement–i.e. Mental rating C or better and 2 years below reading grade level
[Number]–Number of elementary children in region

TOTALS
Senior High Schools—470S and 40R
Junior High Schools—362S and 296R
Parochial Schools — 73S

NUMBER OF SCHOOL PERMITS ISSUED FOR USE OF SCHOOL BUILDINGS

June 1, 1955 - June 30, 1956

(Note: — Permits vary in number of hours and weeks)


WOODWARD
GRATIOT
GRAND RIVER
McNICHOLS
NW
E H
A. 107 — 63
B. 29 — 23
C. 78 — 4
D. 0 — 4
E. 30 — 3
F. 16 — 0
No Junior High
N
E J H
A. 62 — 16 — 11
B. 33 — 12 — 7
C. 33 — 3 — 2
D. 0 — 1 — 1
E. 14 — 1 — 1
F. 6 — 2 — 0
HIGHLAND PARK
HAMTRAMCK
NE
E J H
A. 68 — 7 — 19
B. 21 — 1 — 16
C. 56 — 3 — 2
D. 1 — 0 — 1
E. 12 — 0 — 1
F. 14 — 1 — 0
W
E J H
A. 58 — 1 — 33
B. 23 — 2 — 21
C. 57 — 1 — 6
D. 0 — 0 — 2
E. 24 — 0 — 1
F. 7 — 0 — 2
C
E J H
A. 44 — 21 — 50
B. 24 — 9 — 27
C. 30 — 4 — 2
D. 0 — 0 — 2
E. 17 — 2 — 0
F. 2 — 3 — 0
SE
E J H
A. 26 — 4 — 14
B. 13 — 1 — 11
C. 31 — 1 — 2
D. 0 — 2 — 2
E. 11 — 1 — 0
F. 6 — 0 — 0
S
E J H
A. 14 — 3 — 32
B. 12 — 2 — 19
C. 9 — 2 — 2
D. 0 — 0 — 2
E. 4 — 0 — 0
F. 3 — 1 — 2
SW
E J H
A. 27 — 3 — 38
B. 18 — 3 — 9
C. 29 — 3 — 12
D. 0 — 6 — 3
E. 8 — 1 — 2
F. 3 — 3 — 0
DETROIT RIVER
N

CODE

	Type of Permit	Total
A.	Non-school Activity	724
B.	Bd. of Ed. or School	336
C.	Girl Scouts, Boy Scouts, Camp Fire Girls	374
D.	Concert	27
E.	P.T. Organization	136
F.	Open House	71
		1668

E — **Elementary School**
J — **Junior High School**
H — **Senior High School**

In 1957-58, all but 30 schools had a parent group in conjunction with the school program. Of these, 140 were Parent-Teacher Associations and 83 were unaffiliated.

PART FIVE

School Plant

RECOMMENDATIONS .... page 197

HIGHLIGHTS .... page 207

NOTE: This page 195 follows page 158. This gap results from substitution of School-Community Highlights for the longer fact-finding section of the complete report. Original page numbers have been retained in reprinted sections.

SCHOOL PLANT SUB-COMMITTEE

MRS. LOLA JEFFRIES HANAVAN, *Chairman*

MERLE HENRICKSON
GEORGE T. HIGGINS
CHARLES A. LEADBETTER
THOMAS McNAMARA
CHESTER J. MORSE
MISS JANET M. RENTON
DR. JAMES D. BERRY, *Recorder*

SCHOOL PLANT

Recommendations

In general this report has been developed to reflect a statistical analysis of the city-wide need in the area of physical plant.

Many assumptions were made in developing this analysis of need — some to accommodate this statistical approach and others that reflect recommendations of this and other city-wide committees. As a result of this approach to the analysis of need, the cost estimates in this report do not reflect specific school building situations.

To provide for recommendations of specific needs on a school by school and area by area basis, this committee will submit a detailed report presently being developed by the Plant Sub-committee Consultant.

At the invitation of the School Plant Sub-committee of the Citizens Advisory Committee on School Needs, Dr. Anthony G. Adinolfi, School Plant Specialist for the Administrative Staff of the Detroit Board of Education, has attended frequent committee meetings in the capacity of consultant. His careful and detailed analyses of the regional school plant reports based on the Landes and Sumption Workbook surveys have been accepted by this Sub-committee and will form a part of its final report. They will constitute the basis for the priorities as to the treatment of each individual school.

This report of the City-wide Sub-committee on School Plant consists of the (1) basic assumptions and objectives, (2) priorities and recommendations. The first section describes the basic assumptions and limitations within which the committee has worked. The second section outlines the priorities. Only the last section is to be considered as containing recommendations of the committee.

General Comment

The gross estimates of cost contained in the section on physical plant needs reflect tentatively the total physical plant needs for the decade ahead. This section also indicates the technique utilized to arrive at the gross estimates of cost.

This committee wishes to make it clearly understood that:

1. the gross cost estimates reflect the total need, and
2. the "total need" is in fact the result of a comparison of the present situation to the ideal in physical plant.

In the assessment of the total plant need for the decade to 1969, the City-wide committee on plant has used as one basic source the eight regional plant subcommittee reports.

The City-wide Committee Report in general reflects the regional recommendations affecting the elimination of hazardous situations, unsanitary conditions, the completion of existing buildings that are educationally incomplete, the modernization and rehabilitation of existing buildings and the replacement of obsolete buildings.

The City-wide Committee in viewing the city as a whole has not used the regional recommendation for new construction because of the varying assumptions utilized by the regional committees in developing their "new Construction" recommendations. The key basic assumptions that of necessity were reconciled by this sub-committee are those that relate to ideal class size, and ideal school size at each level of organization.

I. Objectives, Basic Assumptions and Limitations

A. ORGANIZATION

For the purpose of assessing the total needs of the system, the School Plant Subcommittee has undertaken to project future building needs on the basis of the following assumptions about school organization:

1. That the basic organization of the Detroit public schools will be a K-6-3-3 organization with inclusive boundaries so that all children from a given school will continue into the next higher school within the region, unless they transfer to a school offering some more specialized program than the comprehensive school in their own community.

2. That the kindergarten and first two grades will be on a self-contained organization. They may in special geographic circumstances be offered in a neighborhood primary building, but will normally be housed in a K-6 elementary building.

3. That most of the 7, 8 and 9th grade students will be housed in existing junior high schools or by new junior high schools created either by conversion of existing elementary schools or by new construction.

4. That all senior high school students will be placed on a full six clock hour day at the earliest possible date.

5. That most classes for exceptional students as well as most vocational programs will be housed within the community schools; the exceptions will be those crippled children who cannot be accommodated in buildings with stairways, or those vocational subjects which because of their extreme specialization or cost of equipment can be offered on only a regional rather than community basis.

II. Recommended Priorities

In considering the relative importance of School Plant Needs in Detroit and the timing in meeting such needs, the committee has adopted a set of priorities.

Recommendation 1

WITH FINANCES AVAILABLE TO THE BOARD OF EDUCATION FOR SCHOOL PLANT NEEDS OVER THE NEXT TEN YEARS THAT THE FOLLOWING PRIORITIES BE FOLLOWED:

1. Elimination of hazardous conditions; such as narrow wooden stairwells, structural hazards such as the walls of the Berry School, delivery trucks bisecting playgrounds, absence of fire warning controls.

2. Additional capacity to provide for indicated increasing enrollment and adequate to permit a full six hour school day exclusive of lunch period for all students from first through twelfth grade. This will include a central administration building and warehousing space.

3. Replacement of both obsolete and educationally incomplete buildings within a fixed schedule which permits maximum utilization of the benefits offered in the urban renewal program.

4. Completion of other educationally incomplete buildings by providing physical education plants, laboratories, or other rooms and equipment not now provided.

III. Further Recommendations

Recommendation 2

THE COMMITTEE RECOMMENDS USE OF THE BASIC POPULATION ESTIMATES OF THE DEPARTMENT OF ADMINISTRATIVE RESEARCH WITH A CLEAR UNDERSTANDING THAT THESE FIGURES HAVE CERTAIN NECESSARY LIMITATIONS WHICH REQUIRE THE PERIODIC RECHECK OF (a) BIRTHS AND EARLY ELEMENTARY ENROLLMENTS; (b) SECONDARY SCHOOL HOLDING POWER AND ENROLLMENTS; (c) LOCAL DEVELOPMENTS; AND (d) MIGRATION.

1. *Births and early elementary enrollments*

Elementary school enrollments after the year 1962 are based on the assumption that Detroit births will decline to 40,000 per year. As a result of this assumption, elementary school enrollments are estimated to decline by 18,000 between 1962 and 1968. There will be more substantial evidence on this point by 1962, but in the meantime elementary enrollments will rise by 10,000 between now and 1962 as a result of children already born.

2. *Secondary holding power and enrollments*

The future attendance in senior high school may be substantially affected by changes in the numbers of those who stay in school beyond the present age of compulsory school attendance. The enrollment projections for 1968 assume in effect that 46 per cent of the 16 year olds and 39 per cent of the 17 year olds will be enrolled in public school.

There has been a sharp and steady rise over the past ten years in the number of 16 and 17 year olds who remain in school. As a result of this rising pattern of school attendance, the percentage of the total number of 16 year olds who enrolled in public schools in 1957 was 59.5 per cent; while 47.2 per cent of the 17 year olds were enrolled in public school.

If this pattern of school attendance is projected to 1968, the total enrollment in senior high schools may be expected to rise to 64,000.

3. *Local developments*

The local school area estimates are based on grade to grade retention of students now in school. Birth estimates are adjusted to take into account aging of parents now in the child-bearing years. Of necessity these estimates do not take into account the changes which will occur as a result of public improvement. Local estimates must be reviewed from time to time as these changes become evident.

4. *Migration*

Since there are continuing movements into, out of, and within the city, these create a continuing variation to be corrected from annual school census and from enrollments. These movements affect considerably the ability to utilize all available pupil stations in an area.

Recommendation 3

THE COMMITTEE RECOMMENDS THAT IN THE CONSTRUCTION OF NEW SCHOOLS THE BOARD OF EDUCATION SHOULD BUILD SMALLER SCHOOL UNITS AND AVOID GROUPING LARGE NUMBERS OF STUDENTS ON SINGLE SITES.

THE COMMITTEE RECOMMENDS THAT FUTURE SCHOOLS' SIZES SHOULD BE:

ELEMENTARY - 600-800
JUNIOR HIGH - 1000-1200
SENIOR HIGH - 1700-2000

In general no existing building should be increased in size to exceed these upper limits except in special situations where this additional capacity is a necessary by-product of providing an educationally complete building.

Analysis of school sizes outside Detroit indicates a recent trend to construct schools in smaller units than has been the recent practice in Detroit. There is also considerable evidence that these school sizes represent a point of diminishing returns beyond which no substantial savings are to be realized either in original cost or in administration.

Recommendation 4

THAT THE INTERNAL ORGANIZATION OF EXISTING LARGE BUILDINGS AND IN NEW BUILDINGS UNDER SPECIAL GEOGRAPHIC CIRCUMSTANCES BE ARRANGED TO REDUCE THE SIZE OF GROUPS AND THE SCALE OF THE BUILDINGS EXPERIENCED BY INDIVIDUAL STUDENTS.

The committee believes that where schools must exceed these ideal sizes, and within existing buildings which exceed these sizes, it is important to take all possible steps to decrease the size of the building and groups which students experience. To this end, it believes that there must be further exploration of organizational patterns to reduce the scale of schools and group sizes within the framework of Detroit.

The following means hold great promise for reduction in the scale of the child's group experience:

a) Neighborhood primary schools, cottage or transportable type, for early elementary grades especially where they have the advantage of reducing travel distances for younger students.

b) School within a school for basic learning in secondary schools. This means the division of a large student body into smaller units each unit containing all grades. This kind of program frequently finds expression in a campus plan, but is also possible within older multi-story buildings such as our existing Detroit senior high schools.

Recommendation 5

THE COMMITTEE RECOMMENDS USE OF TEMPORARY BUILDINGS IN THOSE SITUATIONS WHERE CONCENTRATIONS OF YOUNG FAMILIES CREATE TEMPORARY PEAK LOADS, AND USE OF SMALL COTTAGE TYPE EARLY ELEMENTARY UNITS TO INCREASE THE CAPACITY IN SOME OLDER NEIGHBORHOODS WHERE THE INCREASE MAY BE OF A RELATIVELY PERMANENT CHARACTER.

Temporary buildings have been used in three situations: As first temporary units on new sites; as additions to meet emergencies; and as additions in new neighborhoods to meet peak loads. All of these are means of meeting capacity requirements of new growth. As new growth is near an end for the city proper, the potential use of portables to meet these situations will disappear.

More recently temporary buildings have been found necessary in older neighborhoods where changes in the ethnic composition of the neighborhood have resulted in sudden growth of public school enrollments. These transformations of older neighborhoods are not temporary phenomena, and it would be a mistake to treat these increases in enrollment as being of a temporary nature. All evidence would point to the conclusion that the enrollment increases are of a relatively permanent character.

To meet these increased enrollments the committee believes that additional capacity must be provided on a permanent basis, and generally in new locations so that existing large buildings will not be further enlarged, or sites crowded further. The committee believes that the use of neighborhood primary (cottage) schools separate from existing sites is a sound policy and consistent with the kind of elementary school organization recommended by the curriculum committee. These neighborhood primary schools may be of relatively low cost structures.

The committee has assumed that 3,904 pupil stations in present temporary units will be removed when they are no longer needed in these present locations after the passing of a peak load. It assumes also that 1,984 pupil stations in present units are in locations where the increase is of a relatively permanent character and these temporary buildings will be replaced by permanent capacity.

Recommendation 6

THE COMMITTEE RECOMMENDS THAT FUTURE BUILDINGS SHOULD BE PLANNED, AND ADDITIONAL CLASSROOMS SHOULD BE PROVIDED TO PERMIT A REDUCTION OF CLASS SIZE TO 30 STUDENTS PER ROOM.

The committee has estimated the additional classroom space needed in four parts:

1. Additional capacity needed to maintain a median elementary class size of 34 and to offer a full day in school to all students including those in senior high school:

a. Additional elementary capacity for 12,065	$14,400,000
b. Additional junior high capacity for 29,165 students	$58,300,000
c. Additional senior high capacity for 6,200 which together with junior high construction will take all senior high students off double session	$12,400,000

This first condition may be referred to as maintaining present class size, although it in fact represents a small reduction.

2. Additional capacity needed to reduce elementary and junior high class size to 32 (add to the above figures).

Elementary capacity for 4,140	$ 4,900,000
Secondary capacity for 4,765	$ 9,500,000

3. Additional capacity needed to reduce elementary and junior high class size to 30. This includes Special Education which will amount to $15,000,000. (Add to the totals of 1 and 2.)

Elementary capacity for 4,665	$ 5,600,000
Junior high capacity for 6,484	$13,000,000
Senior high capacity for 1,576	$ 2,600,000

4. To eliminate library and auditorium from regularly scheduled classrooms in order to modify platoon —$18,000,000.

The greatest need for additional capacity is for secondary schools. A part of the needed space may be provided by conversion of elementary schools to junior high schools. These figures have been computed on the assumption of maximum conversion. The present estimate is of net additional capacity required.

The committee assumes that additional capacity will be built only where additional is needed, and not for the sole purpose of completing educationally incomplete buildings. The committee assumes that by careful planning educationally incomplete buildings can be completed in the process of providing additional capacity. The committee also includes the provision of special schools and facilities within this overall estimate of additional capacity required.

Recommendation 7

THE COMMITTEE RECOMMENDS THAT APPROXIMATELY 4800 ADDITIONAL JUNIOR HIGH CAPACITY MAY BE SECURED THROUGH CONVERSION OF ELEMENTARY OR SENIOR HIGH SCHOOLS TO JUNIOR HIGH SCHOOLS.

The amount of such space available depends on the extent to which existing elementary capacity will be utilized to reduce class size or to eliminate libraries and auditoriums from regularly scheduled uses. The above figure assumes reduction of class size to 30 prior to conversion of elementary to junior high schools. For the purpose of this analysis the committee has assumed that it is possible to achieve one hundred per cent conversion of elementary or senior high capacity to junior high capacity. This assumption implies district wide transportation. The cost of converting elementary schools to junior high schools may be estimated with some precision only when there is some data for each school as to what facilities will be required for a junior high school program. Generally, elementary schools will need some additions to physical education and shop facilities. The cost of conversion has been estimated at $500 per student in comparison to the cost of new construction at approximately $2,000 per student. Total conversion cost based on these figures would be $2,800,000.

Recommendation 8

THE COMMITTEE RECOMMENDS THAT ALL PORTIONS OF SCHOOLS MORE THAN ONE STORY IN HEIGHT WHICH ARE OF NON-FIRE RESISTANT CONSTRUCTION AND WHERE THE FIRE HAZARD CANNOT BE ELIMINATED SHOULD BE SCHEDULED FOR REPLACEMENT WHEREVER THERE IS A CONTINUING NEED FOR SCHOOLS.

There are now 38,600 students attending 50 elementary schools and 4,000 attending two high schools which are of non-fire resistant construction. These buildings have several characteristics in common in addition to fire hazard which tends to make them obsolete, e.g. unsanitary facilities, inefficient heating, lack of storage and general inefficiency of space.

In computing the capacity to be replaced the committee has included only those portions of the older buildings which were built before the code requiring fire-resistant construction was adopted. What portions of particular buildings can be soundly and economically rehabilitated must be determined by more detailed analysis of individual buildings.

In preparing its estimate of buildings to be replaced, the committee has not included the total capacity in obsolete buildings for approximately 13,000 students in 15 buildings which are equally obsolete with those included, but are located in areas which are now losing population and are expected to be converted to industrial or other use over the next two decades. The schools computed as replaceable are within areas which will remain residential either through conservation, redevelopment or without any public program.

The 15 schools in industrial corridors will remain in school use and should be maintained at a high level with safety hazards eliminated during their period of use. It is assumed for the purpose of this study that their enrollment comes from areas which will become industrial, so that the need for school buildings will disappear when the industrial conversion is completed.

Recommendation 9

UNTIL OBSOLETE BUILDINGS ARE REPLACED ANY NECESSARY ADDITIONAL CAPACITY WHICH MUST BE PROVIDED IN THESE AREAS SHOULD BE PROVIDED BY NEW COTTAGE, TEMPORARY OR PERMANENT UNITS, NOT TIED TO OLDER BUILDINGS IN SUCH A WAY AS TO BE INTEGRAL PARTS OF THEM OR TEND TO MAKE THE OLDER BUILDINGS MORE PERMANENT.

Since these buildings constitute a considerable range of present hazard, the committee discusses elsewhere the question of priority in their replacement.

Recommendation 10

THAT $6,000,000 BE PROVIDED ANNUALLY FOR THE MAINTENANCE OF STRUCTURES AND REPLACEMENT OF MECHANICAL EQUIPMENT TO BE ALLOCATED AS FOLLOWS:

1. $4,400,000 for the annual repair and up-keep of physical plant
2. $1,600,000 for the elimination of the backlog of need in the replacement of boilers, electric, and plumbing service.

The amount of school construction in the early 1920's has resulted in a concentration of major repairs at the end of 30 years.

Recommendation 11

THAT THE BOARD OF EDUCATION ESTABLISH AND MAINTAIN A FIXED SCHEDULE FOR REPLACEMENT OF BOILERS, ROOFS, AND OTHER REPLACEABLE ITEMS, AND FOR ALL MAINTENANCE.

Recommendation 12

THAT $1 PER PUPIL OF SCHOOL POPULATION BE ALLOCATED ANNUALLY (A SUM OF $281,000) FOR NEW INSTRUCTIONAL EQUIPMENT. THAT $4 PER CAPITA BE ALLOCATED ANNUALLY FOR THE REPAIR AND REPLACEMENT OF INSTRUCTIONAL EQUIPMENT. THE TOTAL ANNUAL COST OF BOTH WOULD BE $1,420,000.

This item provides for the replacement of continually deteriorating laboratory and shop facilities mainly in buildings built in the 1920's.

Recommendation 13

THAT AN ADMINISTRATION BUILDING OF APPROXIMATELY 120,000 SQUARE FEET OF FLOOR SPACE BE PROVIDED IN ORDER TO BRING TOGETHER ALL ADMINISTRATIVE AND SUPERVISORY FUNCTIONS.

The present administrative and supervisory space is as follows:

BUILDING	SQ. FT.
Administrative and Phillips Building	41,200
Old Wayne Medical School Building	12,400
Clay Building	15,900
Division of Instruction	14,500
Retirement Commission (Music Hall)	1,900
Total	85,900

An additional 35% of space is estimated as required.

The scattering of the administrative offices has resulted in the separation of functions which should be more closely tied together. The gathering together of these functions on an adequate site would be desirable. The probable cost of such a site would be a half million dollars.

The cost of new construction of this type is reported by F. W. Dodge Company to be $20 per square foot, indicating a cost of $2,400,000.

It is possible that satisfactory space already built might be found.

The administration is moving toward a decentralized organization whose school plant needs are not yet clear. The basic administrative functions will remain largely as they are. The housing needs of the services to be decentralized are relatively minor.

Recommendation 14

THAT THE DIVISION OF INSTRUCTION SHOULD BE LOCATED IN THE CENTRAL ADMINISTRATIVE AREA OF BROADWAY AS AN INTERIM MEASURE.

Recommendation 15

THAT 81,000 SQUARE FEET OF ADDITIONAL WAREHOUSE AND SHOP SPACE BE PROVIDED.

Two alternate plans for providing this space have been proposed:

1. Construct two additional stories of 27,000 square feet each on the present warehouse and one adjacent story of 27,000 square feet.
2. Purchase additional land adjacent to the present warehouse and build a one-story addition.

Recommendation 16

THAT BEFORE EITHER OF THE ABOVE ALTERNATIVES BE UNDERTAKEN, THERE WOULD BE A THOROUGH INVESTIGATION OF THE POSSIBILITY OF THE PURCHASE OF VACANT WAREHOUSING SPACE AND THE SALE OF THE PRESENT WAREHOUSE AND CANFIELD PROPERTY.

Such vacant space might provide horizontal storage space and be located on a railroad siding.

Recommendation 17

IN FUTURE SCHOOL CONSTRUCTION GREATER ATTENTION SHOULD BE GIVEN TO CONSTRUCTION OF BUILDINGS WHICH MAY BE ADAPTED TO CHANGES IN PROGRAM.

One of the characteristics of Detroit schools most frequently reported in the Landes and Sumption survey is a relative inflexibility of the buildings for adaptation to changes in school organization. In fact, virtually all the Detroit elementary school buildings constructed between 1918 and 1958 have the common characteristics of having been designed for the type of platoon organization known as the Detroit Plan. They have a large number of special rooms designed around an assumption that the best teaching may be done by a wide variety of subject matter specialists.

At present Detroit is experimenting with TV education, which suggests possible changes in size and space needed in the school plant. These needs are not yet clear.

In view of the relative inflexibility of Detroit buildings, it must be pointed out that Detroit buildings are also built of relatively permanent construction, with a long life expectancy which tends to make changes in organization and program difficult.

Recommendation 18

THAT THE FOLLOWING SUMS BE ALLOCATED OVER THE NEXT TEN YEARS TO MEET THE ESTIMATED SCHOOL PLANT NEEDS:

I. Summary of Estimated Total Needs

New capacity to maintain present class size	$85,100,000	
to reduce to 32 an additional	14,400,000	$ 99,500,000
to reduce to 30 an additional	21,200,000	120,700,000
to limit platoon organization an additional	18,000,000	
Conversion	2,400,000	
Replacement capacity	43,400,000	
Maintenance, modernization, rehabilitation of structures	60,000,000	
Equipment replacement and modernization	14,000,000	
Administration building and site	2,900,000	
Warehouse	500,000	

There is a reciprocal relationship between the cost of replacing obsolete buildings and the cost of maintenance, modernization and rehabilitation. A replacement budget of $43,400,000 is a maximum replacement program. Replacement of some of these schools may admittedly be deferred for several years, but only by a substantial increase in the budget for maintenance and modernization.

Recommendation 19

REVIEW AND STRENGTHEN ARRANGEMENTS WITH DEPARTMENT OF PARKS AND RECREATION FOR JOINT USE AND JOINT CONSTRUCTION OF BUILDINGS.

Since the conversion of elementary schools to junior high schools and the prospective construction of extensive physical education plant, it will be in the interest of both the Board of Education and the City of Detroit to avoid duplication and to achieve the maximum of facilities capable of joint use.

In the conversion of existing elementary schools and the construction of new junior high schools, every effort should be made to utilize those sites owned by either the Board of Education or the Department of Parks and Recreation which offer adequate areas for a physical education program.

The Board of Education should set up a special committee inviting the Mayor and the Common Council to participate for the purpose of reviewing the prospective development programs of the Board of Education and the Department of Parks and Recreation to determine whether present practices and procedures are adequate to achieve the maximum economies in joint construction and use.

Recommendation 20

THE BOARD OF EDUCATION SHOULD TAKE THE INITIATIVE IN A TWO-FOLD WAY TO CO-ORDINATE ITS SCHOOL CONSTRUCTION PROGRAM WITH THE CITY OF DETROIT URBAN RENEWAL PROGRAM:

1. Project its ten year needs for new and enlarged sites at the earliest possible time so that the city may secure these sites in time to meet the Board of Education needs. At the present time, two years is the minimum time within which the city may initiate a project, complete the necessary plans, and secure the site.

2. Indicate to the City of Detroit those school buildings where there is greatest urgency to make capital expenditures either to provide additional capacity, or to eliminate hazards so that these neighborhoods may be given high priority in the urban renewal schedule.

The urban renewal program, both in its redevelopment and neighborhood conservation phases, offers substantial assistance to the Board of Education for the improvement of its buildings and grounds in the older parts of the city. The Housing Law of 1954 will provide two-thirds of the cost of land acquisition for enlarging existing sites and for acquiring new sites. The act also permits the city to purchase and remove obsolete school buildings which are within a blighted area, and permits the city to claim credit of the cost of new school construction as part of its one-third contribution to a total neighborhood improvement program.

For these reasons, there are mutual advantages to the City of Detroit and to the Board of Education in achieving maximum coordination of their capital programs in areas which will qualify for federal aid.

To the Board of Education there is the advantage of securing adequate school sites with adjoining playgrounds at reduced costs.

To the City of Detroit there is an advantage in securing construction of new buildings and additions which may be credited to the city's local contribution.

Recommendation 21

WE RECOMMEND THAT A COMPREHENSIVE SCHOOL BUILDING PLANNING UNIT BE ORGANIZED AS A DISTINCTLY SEPARATE ADMINISTRATIVE UNIT THAT WILL DEVELOP ALL PLANS TO MEET EDUCATIONAL REQUIREMENTS INVOLVED IN THE CONSTRUCTION OF NEW SCHOOL BUILDINGS AND THE ALTERATIONS TO MEET EDUCATIONAL REQUIREMENTS IN EXISTING BUILDINGS. THE PRESENT ARCHITECTURAL PLANNING DEPARTMENT SHOULD CONSTITUTE THE NUCLEUS OF THE RECOMMENDED EDUCATIONAL PLANNING UNIT.

"The committee recommends that the following procedural steps be followed in general in the planning of new school buildings:

(1) *The recognition of the need for a new school building and the appointment by the Superintendent of Schools of a Project Advisory Committee.* The Project Advisory Committee should be composed of two or three citizens in the area to be served, a principal, a teacher, a non-contract employee, the school architect, and one or more representatives of the building planning division of the Board of Education, one of whom should serve as executive secretary of the committee.

(2) *The appointment of a qualified contract architect by the Board of Education upon the recommendation of the Superintendent of Schools and his staff from a qualified list of architects developed on the basis of past performance.* The appointed architect would participate in the work of the Project Advisory Committee.

(3) *The development of educational specifications outlining the proposed program for the new school and the relative space in requirements for each phase of the proposed program.* This step in the process would involve the systematic review of the existing educational program with its space requirements by the Project Advisory Committee prior to the preparation of the educational specifications for the new building.

(4) *Approval by the Superintendent and the Board of Education of the educational specifications and related space requirements developed by the Project Advisory Committee.*

(5) *The development by the appointed architect of preliminary drawings incorporating the approved educational specifications.*

(6) *Approval by the Project Advisory Committee of the preliminary drawings.* This would involve a very careful analysis of the preliminary drawings by the Board of Education technical staff.

(7) *Approval of the preliminary drawings by the Superintendent of Schools and the Board of Education.*

(8) *Direction by the Board of Education to proceed with the development of architectural and engineering working drawings and construction specifications.*

(9) *Review and approval of the architectural and engineering working drawings and the construction specifications by the Project Advisory Committee.*

(10) *Approval by the Superintendent of Schools and Board of Education of the working drawings and specifications and the submission of same for bids.*

(11) *Review of construction progress and submission of monthly progress reports by the Board of Education technical staff.*

(12) *Evaluation of completed structure by the Project Advisory Committee.* This committee shall investigate the experience of the new school staff and the functional use of the building."

Recommendation 22

THAT THE PRESENT ENGINEERING AND OPERATION AND MAINTENANCE OF BUILDINGS AND GROUNDS DEPARTMENTS BE SO RE-ORGANIZED WITHIN THE BUSINESS MANAGER'S OFFICE AS TO PROVIDE FOR THE COORDINATION, PLANNING AND SCHEDULING OF ALL WORK BY THE EDUCATIONAL PLANNING UNIT. THIS COORDINATION WOULD ENTAIL MECHANICAL AND NON-MECHANICAL UNITS, MECHANICAL AND NON-MECHANICAL ALTERATIONS AND OTHER IMPROVEMENTS IN THE BUILDING AND GROUNDS. THE MECHANICAL AND NON-MECHANICAL DEPARTMENTS ARE TO BE RESPONSIBLE FOR THE CONTINUING MAINTENANCE AND OPERATION OF THE VARIOUS UNITS.

Recommendation 23

AS A COROLLARY TO THE RECOMMENDATION OF THE SCHOOL PLANT COMMITTEE THAT A SCHOOL BUILDING PLANNING UNIT BE ESTABLISHED — IT IS FURTHER RECOMMENDED THAT THE BOARD OF EDUCATION MOVE TOWARD THE ESTABLISHMENT WITHIN THE DETROIT EDUCATIONAL SYSTEM OF A STRONG FINANCIAL CONTROL ORGANIZATION WITH NO OPERATIONAL RESPONSIBILITIES.

Separate heads of operational functions and finance will permit compromise between plans and financial resources at top level.

Recommendation 24

THE COMMITTEE RECOMMENDS THAT THE BOARD OF EDUCATION RESCIND ITS POLICY ON THE EXCLUSIVE USE OF A CENTRAL VENTILATING SYSTEM TO THE END THAT THE ARCHITECTURAL AND ENGINEERING DEPARTMENTS MAY ANALYZE AND DETERMINE THE HEATING AND VENTILATING REQUIREMENTS OF EACH BUILDING AS PLANNING IS PROCEEDING.

Mechanical services represent a large part of the cost of a building and a field for realizing economies. The ventilating system that Detroit has used in its school buildings for many years is excellent but it poses certain problems when applied as an exclusive system. It does not permit heating of a limited area of a building for community use. It has high initial cost in duct work, fans, air washing equipment and plenum chambers. On the other hand it has low long-range maintenance costs. For these reasons the committee believes that the relative merits of central fan and unit ventilating systems should be open for consideration in individual buildings.

Recommendation 25

THAT THE REQUISITION, THE WAREHOUSING AND THE DISTRIBUTION DEPARTMENTS BE COMBINED WITH AND BE UNDER THE DIRECTION OF THE DEPARTMENT OF PURCHASES.

The total scope of procurement entails the receipt of requisitions, the purchase, storage, and distribution of supplies. Therefore in order better to coordinate all areas of procurement, it is believed that the functions of the requisition, warehousing and distribution departments should be under the direction of the Department of Purchases.

Recommendation 26

THAT THE PROCUREMENT, FOLLOW-UP AND INSPECTION OF EQUIPMENT NOW HANDLED BY THE NON-MECHANICAL MAINTENANCE DEPARTMENT BE TRANSFERRED TO THE FOLLOW-UP AND INSPECTION SECTION OF THE DEPARTMENT OF PURCHASES.

The follow-up and inspection needed in the procurement of all items of equipment and supplies should be centered in the same department.

All maintenance and repair of equipment would remain in the non-mechanical maintenance department.

Recommendation 27

THAT A STRICT INVENTORY CONTROL OF ALL SUPPLIES AND BUILDING EQUIPMENT BE MAINTAINED AFTER THE ORIGINAL DISTRIBUTION OF SUCH EQUIPMENT TO THE SCHOOLS AND THAT UNUSED EQUIPMENT IN ONE SCHOOL BE MOVED TO ANOTHER SCHOOL WHERE IT IS NEEDED.

Recommendation 28

THAT THE DISTRICT ADMINISTRATIVE OFFICER HAVE ACCESS TO A PERPETUAL INVENTORY IN HIS DISTRICT.

This will facilitate the direction of the use of the equipment.

SCHOOL PLANT

Highlights of Factual Data

The following "highlights" are compiled and brought up to date from the factual materials collected by the committee. This section contains data in the following areas:

1. Population Trends of the Past Decade and Some Estimates for the Coming Ten Years.
2. Evaluation of Existing School Plant.
3. School Plant Needs for the Future.

DETROIT SCHOOL CENSUS AND MEMBERSHIP

May 31	DETROIT SCHOOL CENSUS (5-19 Yrs., Inclusive)			DETROIT PUBLIC SCHOOL MEMBERSHIP September			
	Number	Increase Over Prev. Year	% Increase Over Prev. Year	Number	Increase Over Listed Membership	% Increase Over Listed Membership	Membership as % of School Census
1948	370,849	1,462	.40	226,445	2,529	1.1	61.06
1949	371,695	846	.23	228,688	2,243	1.0	61.52
1950	371,532	—163	—.04	232,230	3,542	1.5	62.50
1951	371,015	—517	—.14	238,839	6,609	2.8	64.37
1952	383,700	12,685	3.42	250,355	11,516	4.8	65.24
1953	396,689	12,989	3.39	262,099	11,744	4.7	66.07
1954	404,012	7,323	1.85	265,173	3,074	1.2	65.63
1955	408,610	4,598	1.14	272,528	7,355	2.8	66.69
1956	413,983	5,373	1.31	277,347	4,819	1.8	66.99
1957	415,658	1,675	.40	281,451	4,104	1.4	67.54

2 out of every 3 children of school age in Detroit attend a public school

School Census is Increasing!

School Membership is Increasing!

Percent of Detroit's Children Attending Public Schools is Increasing!

CHILDREN IN DETROIT BY AGE GROUPS
1950-1957

YEAR	0-4	5-9	10-14	15-19
1950	177,257	141,440	115,085	112,290
1955	190,794	168,306	131,960	108,344
1957	182,788 (—.83)*	169,918 (20.1)*	137,035 (19)*	108,705 (3.1)*

*Per cent of increase or decrease since 1950.

YOUTH IN DETROIT
1949-1957

YEAR	PRE-SCHOOL CHILDREN (Birth—4 Years, Inclusive)	FAMILIES	BIRTHS TO DETROIT MOTHERS IN DETROIT
1949	167,234	529,284	43,709
1950	177,257	534,159	44,366
1951	188,616	546,932	44,964
1952	188,570	550,724	46,477
1953	192,204	558,287	46,693
1954	190,964	554,577	47,570
1955	190,794	553,875	46,141
1956	186,318	552,066	46,776
1957	182,788	546,740	45,255 (est.)

During the past five years
one child was born in Detroit to a Detroit mother
every *12 minutes of the day.*

INCREASE IN CENTRAL AND SURROUNDING AREAS OF THE FIVE LARGEST UNITED STATES CITIES
1940-1950

CITY	POPULATION				PERCENT INCREASE	
	CITY		Remainder of Metropolitan Area		City	Remainder of Metropolitan Area
	1950	1940	1950	1940		
New York	7,891,957	7,454,995	5,020,037	4,205,844	5.9	19.4
Chicago	3,620,962	3,396,808	1,874,402	1,248,719	6.6	31.2
Philadelphia	2,071,605	1,931,334	1,599,443	1,268,303	7.3	26.1
Los Angeles	1,970,358	1,504,277	2,394,553	1,412,126	31.0	69.8
Detroit	1,849,568	1,623,452	1,166,629	753,877	13.9	54.8

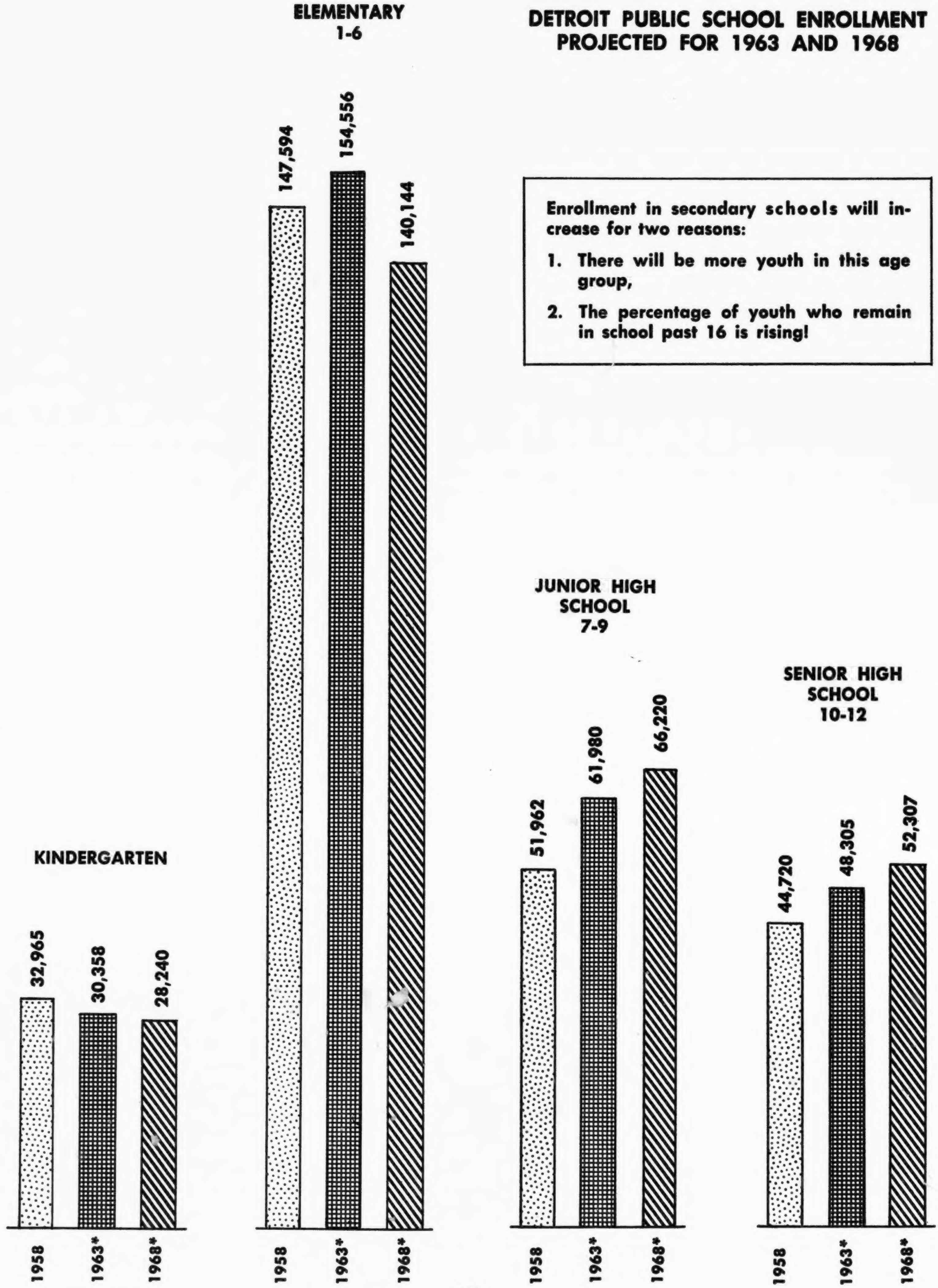
POPULATION				PERCENT OF INCREASE*			
City of Detroit		Remainder of Metropolitan Area		City of Detroit		Remainder of Metropolitan Area	
1955	1970	1955	1970	50-55	55-70	50-55	55-70
1,092,000	1,980,000	1,613,000	2,640,000	2.8	4.1	38.2	63.3

**Population Projections,* December 1956, Detroit Metropolitan Area, Regional Planning Commission.

DETROIT PUBLIC SCHOOL ENROLLMENT PROJECTED FOR 1963 AND 1968

Enrollment in secondary schools will increase for two reasons:

1. **There will be more youth in this age group,**
2. **The percentage of youth who remain in school past 16 is rising!**



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*Estimated

HOW GOOD ARE DETROIT'S SCHOOL BUILDINGS?

In February 1958 — over 2,000 citizens in Detroit working under the direction of the Citizens Advisory Committee and using a standard national manual rated the school buildings of Detroit. The schools were rated for:

1. Adequacy
2. Suitability
3. Safety
4. Healthfulness
5. Accessibility
6. Flexibility
7. Efficiency
8. Economy
9. Expansibility
10. Appearance

The results were as follows:

BUILDING RATING	PUPIL STATIONS	%
Very Good	106,235	37.1
Good	110,599	38.6
Fair	49,984	17.4
Poor	19,814	6.9
Total	286,632	100.0

Nearly 25 out of every 100 public school children attend school in a building rated either fair or poor.

HOW ADEQUATE ARE DETROIT'S SCHOOL BUILDINGS?

Are the buildings ample in size?
Do the buildings have sufficient space and equipment for the pupils attending the school?

The Citizen Survey of February 1958:

Rating of the Overall Adequacy

of Detroit School Buildings

PER CENT OF PERFECT SCORE	NUMBER OF SCHOOLS		PER CENT OF SCHOOLS	
	Elem.	Secd.	Elem.	Secd.
0 - 25*	17	0	7.5	0
25 - 50	67	15	29.5	35.7
50 - 75	117	25	51.5	59.5
75 - 100	26	2	11.5	4.8
Total	228	41	100.0	100.0

*A low score was often due to overcrowding rather than a poor building.

37% of elementary schools were rated less than 50 points,
35% of high schools were rated less than 50 points.

HOW SUITABLE ARE DETROIT'S SCHOOL BUILDINGS?

How are the classrooms as these pertain to a good place for learning?
What about the school site and the various service facilities which affect learning?

The Citizen Survey of February 1958
Overall Rating of the Suitablility
of Detroit School Buildings

54 per cent of all elementary schools
and
14 per cent of all secondary schools
were given less than 50 points for suitability!

PER CENT OF PERFECT SCORE	NUMBER OF SCHOOLS		PER CENT OF SCHOOLS	
	Elem.	Secd.	Elem.	Secd.
0 - 25	23	0	10.1	0
25 - 50	101	6	44.3	14.6
50 - 75	77	26	33.8	63.4
75 - 100	27	9	11.8	22.0
Total	228	41	100.0	100.0

HOW FLEXIBLE ARE DETROIT'S SCHOOL BUILDINGS?

During the lifetime of a school building changes in curriculum needs are inevitable. How flexible are Detroit's school buildings to enable curriculum changes when necessary?

The Citizen Survey of February 1958

Overall Rating of the Flexibility

of Detroit School Buildings

PER CENT OF PERFECT SCORE	NUMBER OF SCHOOLS		PER CENT OF SCHOOLS	
	Elem.	Secd.	Elem.	Secd.
0 - 25	75	5	32.9	12.2
25 - 50	71	12	31.1	29.3
50 - 75	58	13	25.4	31.7
75 - 100	24	11	10.5	26.8
Total	228	41	100.0	100.0

64% of all Detroit Elementary Schools were rated below 50 points on flexibility.

42% of all Detroit Secondary Schools were rated below 50 points on flexibility.

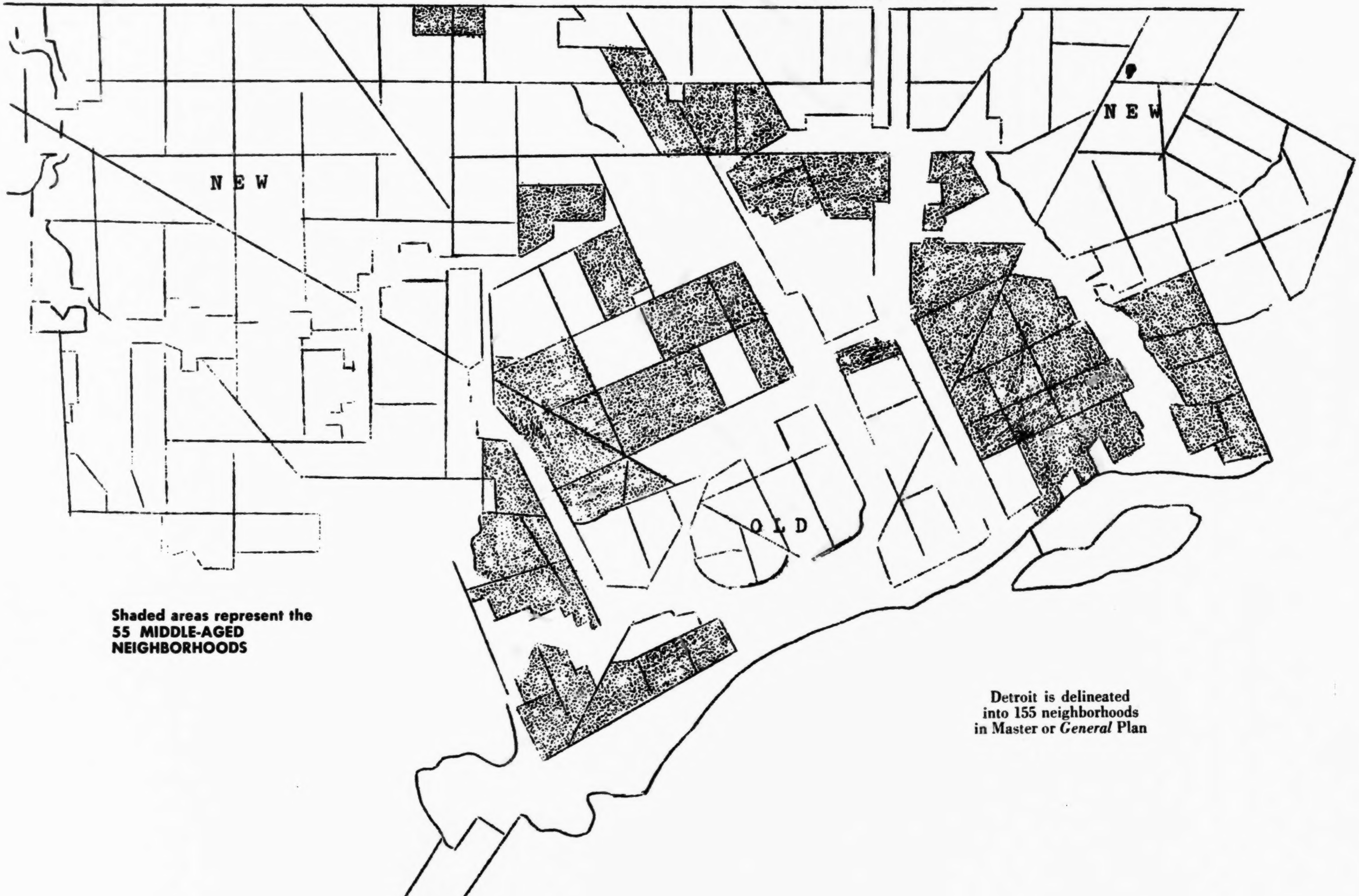
DETROIT HAS 32 SCHOOL BUILDINGS 60 YEARS OLD AND OVER!

NUMBER OF DETROIT PUBLIC SCHOOL BUILDING PROJECTS BY DECADES 1870 to 1958

DECADE	ORIGINAL STRUCTURE	ADDITIONS	TOTAL PROJECTS	PER CENT	YEARS OLD
1870-1879	3	1	4	0.7	88
1880-1889	7	0	7	1.2	78
1890-1899	22	8	30	5.2	68
1900-1909	25	12	37	6.4	58
1910-1919	59	38	97	16.8	48
1920-1929	94	103	197	34.2	38
1930-1939	14	38	52	9.1	28
1940-1949	15	53	68	11.8	18
1950-1958	29	55	84	14.6	10
Total	268	308	576	—	—

Detroit has 57 school buildings built before the 1912 building code established construction standards for fire resistant construction.

LOCATION OF NEW, MIDDLE-AGED AND OLD NEIGHBORHOODS



Shaded areas represent the 55 MIDDLE-AGED NEIGHBORHOODS

Detroit is delineated
into 155 neighborhoods
in Master or *General* Plan

SIZE OF ELEMENTARY SCHOOL SITES

Detroit schools need larger sites!

Not a single elementary school in Detroit meets the recommended national standard for size of school site.

SIZE IN ACRES	NUMBER OF SITES	PER CENT
16.5	1	0.4
14 to 15	2	0.9
10 to 11	1	0.4
8 to 9	2	0.9
7 to 8	10	4.5
6 to 7	2	0.9
5 to 6	17	7.6
4 to 5	19	8.5
3 to 4	57	25.6
2 to 3	43	19.3
1 to 2	49	22.0
Under 1	20	9.0
Total	223	100.0

The National Council on Schoolhouse Construction recommends a base of five acres for an elementary school site plus one acre for every 100 pupils.

DETROIT SCHOOL BUILDING NEEDS IN THE NEXT 10 YEARS

26,282 elementary school children,
980 junior high school youth, and
3,856 senior high school youth
are in obsolete buildings!

Detroit Will Need in the Next Decade:

11,741 new pupil stations for elementary children
29,165 new pupil stations for junior high schools
5,753 new pupil stations for senior high schools

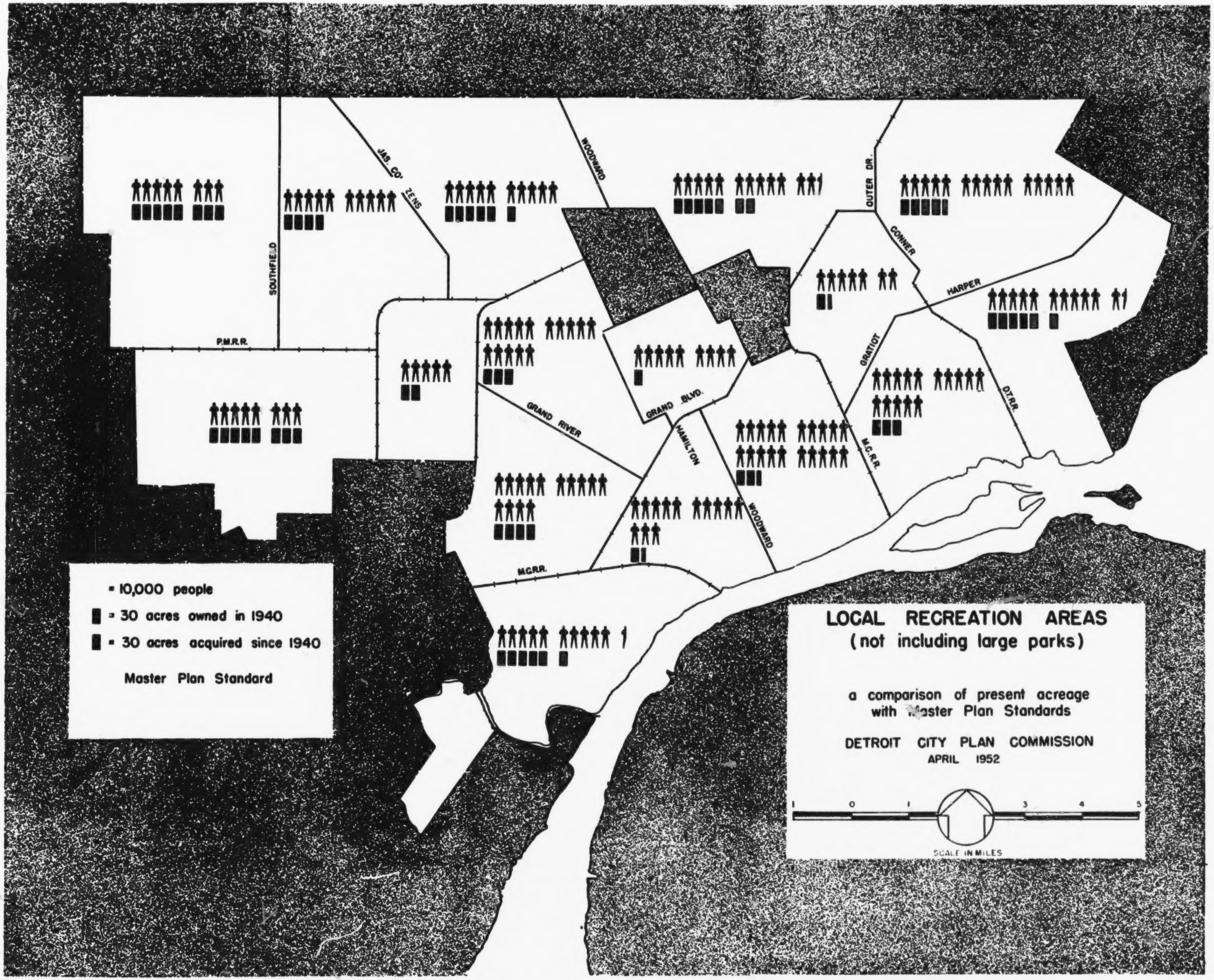
New capacity to maintain present class size will cost $85,000,000.

The above additional stations will *not reduce* present class size.

To reduce classes to 32 pupils per teacher

8,904 more pupil stations are needed!

New capacity to reduce class size to 32 will cost an additional $14,400,000.



LOCAL RECREATION AREAS
(not including large parks)

a comparison of present acreage
with Master Plan Standards

DETROIT CITY PLAN COMMISSION
APRIL 1952

= 10,000 people
= 30 acres owned in 1940
= 30 acres acquired since 1940
Master Plan Standard
SOUTHFIELD
P.M.R.R.
JAS. COUZENS
WOODWARD
OUTER DR.
CONNER
HARPER
GRATIOT
D.T.R.R.
M.C.R.R.
GRAND BLVD.
HAMILTON
GRAND RIVER
M.C.R.R.
1 0 1 3 4 5
SCALE IN MILES

PART SIX

Finance

RECOMMENDATIONS ....page 309

HIGHLIGHTS ....page 334

NOTE: This page 307 follows page 214. This gap results from substitution of School Plant Highlights for the longer fact-finding section of the complete report. Original page numbers have been retained in reprinted sections.

FINANCE SUB-COMMITTEE

Roy L. Stephens, Jr., *Chairman*

Hale A. Clark
Walter A. Crow
Mrs. Fred A. Huber
Paul T. Rankin
Brendan Sexton
Benjamin C. Stanczyk
Thomas J. Burke, *Recorder*

FINANCE

Recommendations

Introduction

PROBLEM

The basic problem facing the Detroit Board of Education is the provision of adequate funds for the public school system.

On June 30, 1959 the 4½ extra mills voted by the people for the five years of 1954-59 will expire. Unless this extra millage is replaced or increased by a vote of the people, the local tax levy will revert to the amount available under the 15-mill tax limitation, namely 8.31 mills. On present valuation this would mean that only $45,592,484 would be available from local taxes for 1959-60, instead of the $70,281,555 available for 1958-59. This would be a loss of $24,689,071, or approximately 20.8 percent of the budget of $118,078,320 for 1958-59.

There is no assurance of additional funds for 1959-60 and later years from the state or from any other source.

Furthermore, the school membership is expected to increase from the October, 1958 membership a total of at least 18,000 in the next six years. There is need for buildings to house these pupils and for teachers and other services.

PURPOSE

The Finance Sub-committee of the Citizens Advisory Committee has sought to study the matter of school finance for Detroit in relation to the study of school needs of the next decade which has been made by the Citizens Advisory Committee at the request of the Detroit Board of Education. The goal of the Finance Sub-committee is the formulation of recommendations (1) as to the amount of money required to meet the school needs as identified, (2) as to the voted millage and/or bond issues which the Board of Education should ask of the people if required, and (3) as to a long-range program of school finance which may involve new sources of revenue.

PROCEDURE

The Sub-committee has had meetings since the spring of 1957. Its study activities include the following:

1. Intensive study of current Board budget, both expenditures and income, and involving conferences with several Board staff members.

2. Investigation of expenditures and income in other school systems.

3. Conferences with various individuals and groups concerned with public funds, including the Board of Assessors, the Detroit Board of Commerce, the UAW-CIO, the Wayne County Budget and Finance Division, the Michigan Manufacturers Association, Citizens Research Council, and economists from several local banks, business houses, and organizations.

4. Conferences with the Chairmen and members of finance sub-committees of the regional committees.

5. Examination of projections of school memberships in next ten years.

6. Study of the economic facts for Detroit and Michigan, including the Dodge report and the staff re-

ports for the Michigan Tax Study of 1958. (See Bibliography at end of Factual Report.)

7. Preparation of factual report on "Financing the Detroit Public Schools" in December, 1957.

8. Arrangement for a firm of management consultants to survey the business practices and procedures of the Board of Education.

9. Projection of a minimum budget for the next ten years, taking account of increased membership and net scheduled salary increments, but without provision for improvement.

10. Evaluation of probable cost of various improvements in operating budget and capital costs budget as proposed by City-wide and Regional Committees to meet the needs of Detroit schools during next decade.

11. Estimation of monies required.

12. Formulation of Recommendations.

II. Major Facts

AS TO DETROIT SCHOOL FINANCE IN PAST TEN YEARS —

A complete study of Detroit school finance over the past ten years has been made by the Sub-committee on School Finance. The complete report based upon this study is contained in Appendix I. However, a brief summary of some of the major facts is presented here.

EXPENDITURES

A review of the operating costs over the past ten years indicates very clearly that there has been continued and rapid growth in these expenditures and current costs. Briefly stated, the current cost budget has more than doubled in the past ten-year period. The exact figures may be found in Appendix I.

Increases in current costs have been due to four major factors: (1) growth in school membership from 226,445 in 1948 to 281,688 in 1957 (see Table VIII in Appendix IA); (2) the need to pay teachers and other employees larger salaries which would attract and hold them; (3) the effort to improve the conditions of learning through smaller classes, more adequate books and supplies, etc.; and (4) decrease in purchasing power of the dollar (based on the BLS index for Detroit in relation to the base of 1947-49 from $0.971 in 1948 to $0.820 in 1957.

U. S. Office of Education figures for 1955-56 show cities, six being higher and five lower. The highest that Detroit's per capita daily cost of $1.87 was almost exactly in the middle of the costs for the twelve largest was $2.30 in San Francisco, the lowest was $1.57 in Baltimore. Table III in Appendix IA gives the full data. Figures are also given for 1954-1955 for comparison.

During the period 1949-1954, when the 2½ extra mills were available (2 mills for public schools, ½ mill for Wayne University), the amounts for capital outlay were increased substantially over those in the years before in order to build needed buildings. In the years 1954-59, when the 4½ extra mills were available (3.8 mills for public schools, 0.7 mills for Wayne University), the capital outlay was larger in the first three years but then decreased as some of the extra millage was required for current costs. Throughout the period, the Board followed the policy each year of borrowing ahead a portion of the next year's millage in order to get buildings under construction and into use earlier. Thus the money available for capital outlay in the 1957-58 budget—except for that needed for recurring capital costs—was borrowed ahead in 1956-57 to start construction earlier. In consequence, there is no money available in 1957-58 or in 1958-59 for building construction.

REVENUES

Detroit schools are financed primarily by two sources: (1) local, and (2) state. The only local source of revenue which the Board of Education has available currently is the tax on real and personal property, which is now levied on a state equalized assessed valuation, plus whatever extra millage is voted by the citizens. While the assessed valuation of the city affecting schools has increased almost two billion dollars in the past ten years, part of this increase was due to the State Supreme Court ruling which requires schools to use the state equalized valuation in computing taxes. This state equalized valuation has raised local assessed valuation by about nine percent. In 1957-58 the city asessed valuation was $5,096,020,510 but the state equalized valuation was $5,598,628,152 (see Table V in Appendix IA). The increase of local assessed valuation between 1948 and 1957 has been about $1,300,000,000. This was due largely to construction of additional residential and industrial buildings, and increase of inventories in personal property. This rate of increase, however, cannot be anticipated for the future due to a scarcity of land, changing industrial patterns, and the aging of property. In 1956-57 about 32% of the total property tax in Detroit, including the Wayne County and Detroit City taxes, was allocated to education.

State Aid is granted from two basic funds (a) the Primary School Interest Fund, (b) the Special School Aid Fund. Since the Special School Aid Fund is based upon a legislative formula it can be changed from year to year. A fuller explanation is given in Appendix I.

SCHOOL POPULATION

A steady rise in school membership was experienced in the decade 1948-1957. The increase averaged 2.7% per year, but in the last six years of the period it averaged 3%.

Table VIII, in Appendix IA, shows the trends in school membership, actual and estimated for years 1948-69; and the trends in census of population of ages 5 to 19, for years 1948-57.

The data for the years following 1957 are estimated. It is expected that school membership will continue to rise to a peak in 1964, declining at a moderate rate thereafter.

Total school membership is expected to peak in 1964 with 306,000, over 6% above the 1958 figure.

ECONOMIC FACTS FOR DETROIT AND MICHIGAN

In 1956-57, Detroit ranked second from the lowest in the school tax rate among cities in Wayne County (Table VII, Appendix IA). It is interesting to note that Detroit ranks second highest in Wayne County for city taxes but when city and school taxes are combined, Detroit places about eighth from the lowest in the county.

Indices which measure the wealth of the community such as personal income, and expenditures for television, automobile sales, food, clothing, shelter, etc., all point that Detroit ranks very high in our nation. Our study of the economy of Detroit and Michigan leads us to believe that the citizens of Detroit have sufficient discretionary spending power to provide for the kind of educational school system that will meet the needs of all our children.

SUMMARY

The data presented covering the finances and future enrollment of the Detroit Public Schools point to the following major difficulties facing Detroit:

1. Detroit schools have no funds for new building construction or replacement of inadequate buildings in the coming years.

2. The expiration of the extra 4½ mills in 1959 will cause drastic curtailments in personnel and operation of plant unless renewed or replaced by other revenues.

3. The 15-mill limitation adopted during the "Depression Era" prevents the Detroit Board of Education from meeting its financial obligations without going to the people for extra funds.

4. The anticipated growth in school enrollment will require more teachers, more classrooms, more

books and more supplies.

5. The rising number of students in secondary schools will increase the cost of education.

6. If the present inflationary trend continues, rising costs or decreased services are inevitable.

7. Any recommendation for additional services or improvements in the educational program will call for additional funds.

III. Estimated Minimum Budget Projected for Next Ten Years

WITH UNDERLYING ASSUMPTIONS

PURPOSE

The Sub-committee considered as an essential first step the estimation of the minimum funds required each year for the next ten years merely to continue the present educational program on the basis of 1958-59 costs, but allowing for mandatory schedule salary increases and for increased numbers of children in membership. With such a minimum estimate as a base, it will then be possible to evaluate, in terms of relative desirability and cost, the various improvements suggested in operating the schools, and also the needs for capital expenditures for buildings and equipment.

BASIC ASSUMPTIONS FOR PURPOSES OF PROJECTIONS

In order to estimate future minimum budgets, certain assumptions must be made. The assumptions underlying the estimates made by the Sub-committee follow:

1. That the same unit costs for operating the schools in 1958-59 be projected throughout the ten-year period. This assumes neither increase nor decrease in the costs. This does not mean, of course, that improvements in service with attendant increases in costs are not considered desirable, but only that such additional costs are not being considered at this stage of the study.

2. That allowance is to be made for increases in anticipated membership as reported in April, 1958 by the Department of Administrative Research. This means that sufficient additional teachers and other employees would be hired to serve the additional pupils and to maintain the present pupil-teacher ratio and average class size. No provision is made in this section, however, for additional classrooms that may be needed.

3. That provision will be made for paying the net scheduled increments for employees that are contracted under the present salary schedule, but without any change in the salary schedule itself. For example, in the 1958-59 budget there will be a total of approximately $1,400,000 in scheduled salary increases, but replacement at lower salaries of retired and deceased employees at the maximum provides a saving of about $575,000, thus leaving net scheduled increases of $825,000. Since there are teachers on every step of the schedule every year, these net scheduled increments continue, and become cumulative each year.

4. That the item for capital costs is maintained at $2,400,000, the figure in the 1958-59 budget. This amount is the minimum needed annually for what are referred to as recurring capital costs for alterations, boiler replacements, etc. No new buildings are included.

5. That an item of $4,000,000 is needed annually for the Employees Retirement System to maintain the present pension reserve (3½ years). In 1958-59 this item is only $1,673,258, but in some years the Board has made a larger contribution. Although the amount of $4,000,000 will not meet the annual request of the Trustees of the Employees Retirement System to make the Retirement System actuarially sound, yet it will be sufficient to maintain a pension reserve adequate each year to finance the pensions anticipated to be paid for approximately four years ahead.

The basis of the estimate of $4,000,000 annually is as follows:

June 30, 1957, retirement pension reserve was approximately	$ 21,000,000
State appropriation 1957-58 at 6% $5,460,000	
Projected at this rate for 10 years	54,600,000*
Board appropriation at $4,000,000 for 10 years	40,000,000
Interest on reserve for 10 years	6,000,000*
Total pension funds 1959-1969	$121,600,000*
Pensions payable 1959-1969	80,030,000*
Reserve June 30, 1969	$ 41,570,000*
Annual pension payments 1969 and on	10,000,000*
Number of years reserve would cover	4 years*

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*Estimate

6. That state aid will remain constant at the 1958-59 rate of about $155 net per child. It is hoped, of course, that state aid will increase both in total and in amount per Detroit child, but no forecast can be made with certainty.

7. That the state equalized valuation of Detroit will remain constant at approximately $5,500,000,000. The assessed valuation has increased each year, except two, for the past ten years, as shown by the figures below:

YEAR	ASSESSED VALUATION
1948-49	$3,745,817,710
1949-50	3,979,780,680
1950-51	3,953,197,530
1951-52	4,196,857,170
1952-53	4,497,951,930
1953-54	4,592,304,610
1954-55	4,742,384,390
1955-56	5,156,732,034*
1956-57	5,304,576,845*
1957-58	5,598,628,158*
1958-59	5,486,460,252*

*State equalized

There is no general agreement among the experts as to whether valuation will increase or decrease. There is increasing pressure to reduce valuation of personal property. Vacant lots have now been reduced so generally that there is little space on which to build. On the other hand, the re-development program may add much to the tax rolls. Also, the city's need for taxes may lead to higher assessments. The Sub-committee accepted a conservative assumption of no major change, either up or down.

8. That the additional pupils in estimated future membership will be housed, either through re-adjustment of present space (which seems unlikely of accomplishment without resort to half-day sessions) or through provision of additional buildings (which would require added funds in the capital costs budget).

CHART I

DETROIT PUBLIC SCHOOLS PROJECTED FISCAL NEEDS FOR 1959-1969 BASED ON 1958-59 BUDGET

	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	*1966-67	*1968-69
A. Anticipated School Membership K-6 (2 Kndg. = one full day) 7-9 10-12 Special Ed. Summer and Evening	 164,076 51,962 44,720 11,000 38,524	 166,460 55,436 44,113 11,000 38,524	 168,723 58,907 42,776 11,000 38,524	 170,237 61,452 42,415 11,000 38,524	 170,825 61,180 45,823 11,000 38,524	 169,735 61,980 48,305 11,000 38,524	 161,011 65,533 50,452 11,000 38,524	 154,264 66,220 52,307 11,000 38,524
B. 1958-59 Operational Estimate based on Per Pupil Cost Division: Per Pupil Cost: K-6 $334 7-9 339 10-12 509 Special Ed. (constant figure) 564 Summer and Evening (constant figure)	 $ 54,801,384 17,615,118 22,762,480 6,200,000 2,070,000	 $ 55,597,640 18,792,804 22,453,517 6,200,000 2,070,000	 $ 56,353,482 19,969,473 21,772,984 6,200,000 2,070,000	 $ 56,859,158 20,832,228 21,589,235 6,200,000 2,070,000	 $ 57,055,550 20,740,020 23,323,907 6,200,000 2,070,000	 $ 56,691,490 21,011,220 24,587,245 6,200,000 2,070,000	 $ 53,777,674 22,215,687 25,680,068 6,200,000 2,070,000	 $ 51,524,176 22,448,580 26,624,263 6,200,000 2,070,000
1. Total (1) (operational cost based on 1958-59 per capita cost)	$ 103,448,982	$ 105,113,961	$ 106,365,939	$ 107,550,621	$ 109,389,477	$ 110,559,955	$ 109,943,429	$ 108,867,019
C. Cumulative Cost of Net Scheduled Increments			$ 825,000	$ 1,700,000	$ 2,625,000	$ 3,600,000	$ 6,550,000	$ 8,075,000
D. Annual Provision for Net Scheduled Increments		$ 825,000	$ 875,000	$ 925,000	$ 975,000	$ 1,025.000	$ 800,000	$ 650,000
E. Capital Costs (modernization and major replacement) (constant figure)	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000	$ 2,400,000
2. Total (2) Operational costs based on 1958-59 plus recurring capital costs plus cumulative scheduled increments	$ 105,848,982	$ 108,338,961	$ 110,465,939	$ 112,575,621	$ 115,389,477	$ 117,584,955	$ 119,693,429	$ 119,992,019
F. Retirement (constant)	$ 1,673,258	$ 4,000,000[4]	$ 4,000,000	$ 4,000,000	$ 4,000,000	$ 4,000,000	$ 4,000,000	$ 4,000,000
3. Total (3)	$ 107,522,240	$ 112,338,961	$ 114,465,939	$ 116,575,621	$ 119,389,477	$ 121,584,955	$ 123,693,429	$ 123,992,019
G. Estimated School Membership	288,241	293,801	297,694	301,616	304,360	306,199	302,116	297,911
H. Per Capita State Revenue based on 1958-59	$ 155	$ 155	$ 155	$ 155	$ 155	$ 155	$ 155	$ 155
I. State Equalized Valuation	$5,486,460,252	$5,486,460,252	$5,486,460,252	$5,486,460,252	$5,486,460,252	$5,486,460,252	$5,486,460,252	$5,486,460,252
J. Net State Aid	$ 44,677,355	$ 42,795,925[1]	$ 43,399,340	$ 44,007,250	$ 44,432,570	$ 44,717,615	$ 44,084,750	$ 43,432,975
K. Other Revenues[2]		$ 2,100,000	$ 2,100,000	$ 2,100,000	$ 2,100,000	$ 2,100,000	$ 2,100,000	$ 2,100,000
L. Total of J and K		$ 44,895,925	$ 45,499,340	$ 46,107,250	$ 46,532,570	$ 46,817,615	$ 46,184,750	$ 45,532,975
M. Local Obligation (Total 3 — L)	$ 70,281,555[3]	$ 67,443,036	$ 68,966,599	$ 70,468,371	$ 72,856,907	$ 74,767,340	$ 77,508,679	$ 78,459,044
N. M ÷ I = Mills Necessary	12.81[5]	12.29	12.57	12.84	13.27	13.62	*14.12	*14.30
O. Extra Mills Needed over 8.31		3.98	4.26	4.53	4.96	5.31	5.81	5.99

[1] Net State Aid is obtained by G (estimated school membership) x H (per capita cost) minus ⅝ mill of I (state equalized valuation) due to separation of Wayne State University from Detroit Board of Education. This formula applies starting with 1959-60.

[2] Other Revenues includes grants for Adult Education, Vocational Education, Driver Training, Tuition, Interest on Investments, etc.

[3] This figure is based on a budget which includes Wayne State University and accounts for difference when subtracting $44,677,355 from $107,522,240.

[4] To maintain a 4 year reserve in retirement fund and to allow for increasing demands in the 1960's.

[5] Composed of 8.31 mills plus 4.50 mills which expire in July, 1959. *1964-66 and 1967-68 omitted.

PROCEDURE FOR ARRIVING AT FORMULA FOR PROJECTING BUDGET ESTIMATE FOR 1959-69

1. Since the Statement of the Conduct of the School Plant for the Year Ending June 30, 1957 was the most recent report available on a per capita cost basis—we are using this statement to determine per capita costs for the coming decade. For our projection figures on school enrollment we are using the tables presented by the Department of Administrative Research, April 21, 1958.

2. Several adjustments were made in the Conduct Report ending June 30, 1957 to enable us to make our projections more realistic:

a. Since children in kindergarten attend only ½ day, we counted two kindergarten children equal to one child attending school a full day.

b. Since the projected figures of the Administrative Research Department are on a K-6, 7-9, 10-12 basis, we adjusted the figures in the Conduct Statement ending June 30, 1957.

The above two steps raised the computed per capita cost of children in K-6 and decreased it for 7-9. The total, of course, is not affected.

c. For the per capita cost of pupils in grade 10-12 we used the average cost of senior high school students.

d. For special education and evening and summer school costs, we projected a constant figure for the coming ten years.

e. Since the retirement appropriation is an independent item in the budget, we excluded it from the per capita cost figure here.

f. After the above steps were completed, we determined that K-6 represented 53% of total operational budget for 1956-57; 7-9, 17%; 10-12, 22%; special education, 6%; evening and summer school, 2%.

g. We then applied the projections in "f" above to the adopted operational budget for 1958-59 and thus determined the present per capita operational costs by grade groupings. These per capita costs were considered constant and applied to the projected figures for the coming decade.

h. We considered the capital cost figures of 1958-59 budget of $2,400,000 as constant and applied it for the coming ten years.

i. We took the net sum allocated in the 58-59 budget for scheduled salary increments and applied it cumulatively over the coming ten years. Up until 1964, the figures were increased annually by 50 thousand dollars. Beginning with 1964 they were decreased annually by 75 thousand dollars.

j. The sub-committee thought it desirable that there be at least a four to five years reserve in the pension accumulation fund. Since this fund at present has only a three year reserve and since the needs of the pension fund will increase during the 1960's, our committee recommends that an appropriation of 4 million dollars be made annually by the Board of Education for the coming decade. The actuary's estimates of pension payable increases from $5,800,000 in 1959-60 to $9,980,000 in 1966-67. It seems evident that following 1967 the pensions payable will be about $10,000,000 annually.

The projections in Chart I are based on 1958-59 costs and are dependent upon estimated school enrollments for 1958-1968. Chart I does not alter the present salary scale or decrease class size. Capital costs are kept constant at the 1958-59 figure which allows no funds for new buildings—and the retirement item is increased merely to retain a 4-5 year reserve in the coming years. Line "O" indicates the number of mills in addition to 8.31 that will be necessary between 1959 and 1968—merely to maintain present educational services. It is to be noted that the assessed valuation for the city was kept at the1958-59 figure. No provision is made in Chart I for inflationary factors.

Recommendation 1

THAT THE BOARD OF EDUCATION ADOPT AS A BASE FOR FISCAL PLANNING THE ESTIMATED LOCAL OBLIGATION IN EACH YEAR FROM 1959 TO 1969 AS PRESENTED IN CHART I MERELY TO CONTINUE THE EDUCATIONAL PROGRAM ON THE BASIS OF 1958-59 COSTS, BUT ALLOWING FOR CONTRACTUAL SCHEDULED SALARY INCREASES AND FOR INCREASED NUMBERS OF CHILREN IN MEMBERSHIP.

Chart II

ESTIMATED OPERATING NEEDS FOR 1959-69

Based on 2% and 3% Cumulative Increases as Applied to Projections Made on 1958-59 Budget

(75 Million Dollars is Being Added Annually to State Equalized Valuation)

	1959-60	1960-61	1961-62	1962-63	1963-64	1966-67	1968-69
A. Total 2 (Chart I)	$ 108,338,961	$ 110,465,939	$ 112,575,621	$ 115,389,477	$ 117,584,955	$ 119,693,429	$ 119,992,019
B. State Equalized Valuation Increased by 75 Million Annually	$5,575,000,000	$5,650,000,000	$5,725,000,000	$5,800,000,000	$5,875,000,000	$6,100,000,000	$6,250,000,000
C. 1. Total (2) of Chart I plus 2% Cumulative Increase	$ 110,505,740	$ 114,855,372	$ 119,336,995	$ 124,591,828	$ 129,323,052	$ 139,455,446	$ 145,396,902
2. Add 4 Million for Retirement to "C" Above	$ 114,505,740	$ 118,855,372	$ 123,336,995	$ 128,591,828	$ 133,323,052	$ 143,455,446	$ 149,396,902
3. Local Obligation Based on 2% Increase	$ 69,609,815	$ 73,386,032	$ 77,229,745	$ 82,059,258	$ 86,505,437	$ 97,270,696	$ 103,863,927
4. Millage Necessary on 2% Increase	12.48 mills	12.98 mills	13.48 mills	14.14 mills	14.72 mills	15.94 mills	16.61 mills
5. Extra Mills Above 8.31	(4.17 mills)*	(4.67 mills)*	(5.17 mills)*	(5.83 mills)*	(6.41 mills)*	(7.63 mills)*	(8.30 mills)*
D. 1. Total (2) of Chart I plus 3% Cumulative Increase	$ 111,589,129	$ 117,127,590	$ 122,814,390	$ 129,397,093	$ 135,540,348	$ 150,380,948	$ 159,848,050
2. Add 4 Million for Retirement to "D" Above	$ 115,589,129	$ 121,127,590	$ 126,814,390	$ 133,397,093	$ 139,540,348	$ 154,380,948	$ 163,848,050
3. Local Obligation Based on 3% Increase	$ 70,693,204	$ 75,628,250	$ 80,707,140	$ 86,864,523	$ 92,722,733	$ 108,548,103	$ 118,315,075
4. Millage Necessary Based on 3% Increase	12.68 mills	13.38 mills	14.09 mills	14.97 mills	15.78 mills	17.79 mills	18.93 mills
5. Extra Mills Above 8.31	(4.37 mills)*	(5.07 mills)*	(5.78 mills)*	(6.66 mills)*	(7.47 mills)*	(9.48 mills)*	(10.62 mills)*

*Extra mills needed if Tax Allocation Board continues to allocate 8.31 mills.

Chart II was developed to arrive at a more realistic basis for school financial needs in the coming decade. Authoritative sources on economic trends in Detroit and the nation confirm the belief that the inflationary spiral of the past decade will continue for the next ten years—at least on a 2 per cent annual rise. The committee considered the extra mills that would be needed on both a 2 or 3 per cent annual cumulative increase. Both projections are indicated in Chart II. After a great deal of deliberation the committee agreed to recommend the 2 per cent increase.

SUMMARY

The following table is a summary of the extra mills needed in the coming decade based on the assumptions made in the projections. The figures in parentheses represent the number of mills needed beyond the anticipated county allocation. Thus, basing our figures on 1958-59 costs with no provision for changes in the program or cost of living increases, the schools of Detroit will need 5.30 mills extra by 1963-64. On the assumption that assessed valuation will rise $75,000,000 annually, a 2% or 3% cost of living increase will result in an extra need of 6.41 mills and 7.47 mills respectively in 1963-64. In other words, for every additional 5½ million dollars in educational services or buildings that the committee recommends annually for the period 1959-1964, approximately 1 extra mill will be required.

Economies will, of course, influence the tax rate accordingly.

Chart III

SUMMARY OF ESTIMATES FOR 1959-1969

YEAR	A Mills Necessary Based on 1958-59 Costs — Chart I**	B Mills Necessary if 75 Million were Added Annually to State Equalization Valuation — Plus 2% Cumulative Increase on Projections in Chart I	C Mills Necessary if 75 Million were Added Annually to State Equalization Valuation — Plus 3% Cumulative Increase on Projections in Chart I
1959-60	12.29 mills (3.98)*	12.48 mills (4.17)*	12.68 mills (4.37)*
1960-61	12.57 mills (4.26)*	12.98 mills (4.67)*	13.38 mills (5.07)*
1961-62	12.84 mills (4.53)*	13.48 mills (5.17)*	14.09 mills (5.78)*
1962-63	13.27 mills (4.96)*	14.14 mills (5.83)*	14.97 mills (6.66)*
1963-64	13.62 mills (5.31)*	14.72 mills (6.41)*	15.78 mills (7.47)*
1964-65	13.87 mills (5.56)*	15.20 mills (6.89)*	16.50 mills (8.19)*
1965-66	14.01 mills (5.70)*	15.58 mills (7.27)*	17.12 mills (8.81)*
1966-67	14.12 mills (5.81)*	15.94 mills (7.63)*	17.79 mills (9.48)*
1967-68	14.19 mills (5.88)*	16.26 mills (7.95)*	18.31 mills (10.00)*
1968-69	14.30 mills (5.99)*	16.61 mills (8.30)*	18.93 mills (10.62)*

**Includes regular scheduled increments based on 1958-59 salary schedule. It takes into consideration projected enrollment predictions, and includes 4 million dollars per year for Retirement Fund. State Equalized Valuation remains constant at the 1958-59 figure in Column A.

1. For each 5½ million dollars per year for additional buildings or educational services 1 mill must be added to figures in Column "A".
2. For each 5½ million dollars added to Columns "B" and "C" add:
   .96 mills between 1959 and 1964 due to assumed increase in valuation.
   .90 mills between 1965 and 1969 due to assumed increase in valuation.

*Extra mills needed if Tax Allocation Board continues to allocate 8.31 mills.

IV. Organization for Cost Control

Although salaries comprise 90% of the total school operating budget, the Finance Committee devoted time during its first few months of work to identifying possible economies that might be made in the business management and non-educational operations of the Board of Education. No major means of reducing costs were found, except those involving corresponding reductions in service.

Accordingly, the Sub-committee as well as several of the Regional Finance Sub-committees considered it important to get professional counsel. Arrangements were made for the firm of management consultants, Touche, Niven, Bailey & Smart, to survey the operating practices and business procedures (non-instructional functions) of the Detroit Board of Education.

The purpose of their study was to review the procedures and controls presently being used and then to recommend changes designed to increase the efficiency of performance and to provide better managerial tools for the future. The consultants were given full freedom to explore all areas deemed necessary for the study. This study was made during June and July, 1958.

Throughout the course of the study, the consultants proposed "to determine if the existing management policies, procedures, and administrative systems of the Board meet the following general criteria:

1. Maximum economy and efficiency in operation
2. Effective control over operating results
3. Sufficient flexibility to meet future changes
4. Sensitive adaptability to innovations in business techniques
5. Specific definition of objectives and long-range goals
6. Careful forward planning directed toward defined objectives.
7. Integrated co-ordination in directing effort toward desired objectives
8. Incorporation of realistic standards for performance
9. Orientation toward standards, objectives, and goals, rather than toward past history
10. Periodic critical analysis of performance against standards, objectives, and goals"

The complete report of Touche, Niven, Bailey & Smart is being transmitted to the Board of Education. The Sub-committee believes that the Board will wish to give serious consideration to the observations and recommendations which are included therein.

The Finance Sub-committee wishes to endorse specifically two basic recommendations designed to bring about greater efficiency and economy in the long run:

Recommendation 2

EFFECTIVE COST CONTROL SHOULD BE ACHIEVED THROUGH THE MEDIUM OF A CURRENT OPERATING BUDGET IN ADDITION TO AN ANNUAL APPROPRIATIONS BUDGET.

A. The Operating Budget should be characterized by:

1. An objective approach to what an operating function should cost under anticipated conditions while recognizing available methods and improvements.

2. A proper recognition and description of monthly fluctuations in order to make current evaluations of performance.

3. Budget amounts related to responsibility.

4. Budget amounts adjusted only under a significant change in conditions, thereby preserving the value of highlighting and explaining deviations from a plan.

B. A budget director should assist in developing and thereafter should administer the current operating budget.

C. The cost responsibility of every supervisory position should be clearly defined and should be assigned in a manner to utilize individual capacities to control costs.

D. Sufficient authority should be delegated to each individual to allow for the proper execution of his assigned responsibility, and each department manager should be held responsible for actual controllable departmental costs and for cost improvement.

E. There should be timely reporting and critical evaluation of performance against the operating budget.

Recommendation 3

ESTABLISH AN ADMINISTRATIVE SYSTEMS AND PROCEDURES GROUP ON A CONTINUING BASIS WITH THE FOLLOWING CHARACTERISTICS:

A. The responsibility and authority to develop and coordinate all systems and procedures.

B. Responsibility for preparation of simple, easily understood, procedural manuals and other written instructions applicable to all routine clerical operations in the schools and the business offices.

3

C. One or more members should be adequately qualified in the area of mechanized data processing.

D. The responsibility for maintaining and administering a forms design and control program and a records retention program—to include all forms and records.

These and other recommendations are detailed in the complete report, which is being forwarded to the Board of Education.

v. Estimated Cost to Improve Services Within the Present School Program

BASED UPON RECOMMENDATIONS OF CITY-WIDE AND REGIONAL SUB-COMMITTEES

A. The visiting teachers' program is frequently cited as one of the areas within which services should be improved. Presently the State assists this work by a specific grant of $4,750.00 per teacher each year. In addition to the State portion of the salary, Detroit contributes an additional $2,625.00 for a total annual salary of $7,375.00 for each visiting teacher at the maximum. Presently there are 44 visiting teachers. Doubling this service to 88 would cost an additional $115,000 per year. Should Detroit be compelled to pay for all of this increase without any additional compensation in State aid, the added cost would be $325,000 per year. The figures used are illustrative only.

B. Additional counseling services would undoubtedly meet urgent need in both junior and senior high school. Presently there are 170 counselors, at an annual salary of $8,410.00. Counselor services average about 440 students per counselor. To increase the number of counselors by fifty per cent and therefore increase counseling services proportionately would cost an additional $714,850.00 annually.

C. The Attendance Department of the Board of Education presently employs 60 attendance officers at an annual salary of $7,200.00. An increase in the number of attendance officers by fifty per cent to a total of 90 would cost an additional $216,000.00.

D. Clerical services in the Detroit Board of Education for the schools cost about $2,000,000.00 annually. To extend this service by ten per cent will result in an increase of $200,000.00 each year. An increase in the budget for clerical services will permit teaching personnel to devote greater time to teaching.

E. Based on present salary schedules, the cost of reducing class size by one student would be $1,400,000.00 each year; see page 4, Appendix I. To reduce the size of each class by five pupils, the cost would be $7,000,000.00 each year. These figures are for teachers' salaries alone based on an average of the salaries paid and do not include any provision for the additional classrooms or school buildings which will be required in order to provide space for the new classes needed.

F. The cost of vocational training per student in the high schools is approximately twice the cost of academic training. Any improvement by way of providing vocational training to larger numbers than at present will result in a corresponding increase in the school budget.

G. For every $100.00 rise in salary schedule throughout the school system, the added annual cost would be approximately $1,400,000.00.

COST ESTIMATES FOR ADDITIONAL SERVICES

1. *Visiting Teacher*		
Present Number: 44		
Present Salary	$7,375	
Present State Contribution	4,750	
Local Obligation	$2,625	
If service is increased by 100%		$ 115,000
If Detroit were to pay full amount for increase		($ 325,000)
2. *Counselors*		
Present Number: 170		
Present Salary	$8,410	
If increased by 50%		$ 714,850
3. *Attendance Department*		
Present Number: 60		
Present Salary	$7,200	
If increased by 50%		$ 216,000
4. *Clerical Service*		
Present cost of clerical service as it applies to instruction is about $2,000,000 per year.		
If raised by 10%		$ 200,000
5. Decrease class size by one child		
$1,400,000. (Teacher service, not plant)		
Decrease class size by five		$7,000,000
6. To increase average annual salary by $100		$1,400,000

VI. Revenues Needed for Operation of Schools 1959-1964

The City-wide Sub-committee on Finance has reviewed the recommendations of other sub-committees and of the regional committees in an effort to determine additional funds needed. Wherever there seemed to be a difference of opinion among the several committees on the amount of additional services to be provided, we have endeavored to select the operational recommendations which seem to reflect the majority viewpoint. For purposes of arriving at an estimate of the total costs for these improved services and changes in the school program, the committee has prepared a summary of the estimated additional costs as shown in the first column of Chart IV. These figures were then projected for the five-year period 1959-1964 in Chart V, line 3. It should be noted at this point that in the various projections made by this committee the changes resulting from the transfer of Wayne State University to the state of Michigan were taken into account.

Chart IV

ANNUAL COSTS OF ADDITIONAL SERVICES AND PROGRAM IMPROVEMENT

(not including teachers necessary for increased enrollment)

ITEMS	MAJOR RECOMMENDATIONS BY SUB-COMMITTEES	ALLOCATIONS PROPOSED BY FINANCE SUB-COMMITTEE
1. Salaries to provide additional visiting teachers, counselors and attendance officers	$ 755,000	$ 555,000
2. Funds required to provide additional staff services (supervisory, administrative and operational)	200,000	200,000
3. Additional clerical services to relieve teachers and counselors of clerical duties and free them for teaching and and counseling	200,000	200,000
4. Replacement of vocational equipment, science and laboratory equipment	550,000	550,000
5. Funds to provide an increase in the number of library books	150,000	150,000
Sub-total for additional services listed above	$ 1,855,000	$1,655,000
6. Teachers salaries to enable the Board of Education to reduce class size and pupil-teacher ratio	7,000,000	2,000,000
7. Where space permits, salaries necessary for additional teachers to free librarians from conducting scheduled classes	1,060,000	200,000
8. Provision for the professional advancement of teachers	300,000	300,000
9. Additional teachers in senior high schools to lengthen instructional day	2,600,000	540,000
10. Additional cost of raising present teacher salary schedule	3,000,000	1,000,000
11. Cost of increasing free use of school buildings to authorized community groups	500,000	500,000
12. Additional funds to improve services for exceptional children (physically and mentally handicapped)	no specific proposal	183,313
Total needed to provide the above improvements as listed	$16,315,000	$6,378,313

Chart V

ESTIMATED FISCAL NEEDS FOR 1959-1964

Based on Increased Enrollments plus 2% Annual Cumulative Increases with Projections for Recommended Improvements in Program and Additional Services

ITEM	1959-60	1960-61	1961-62	1962-63	1963-64
1. State equalized valuation increased by 75 million annually (See Chart II)	$5,575,000,000	$5,650,000,000	$5,725,000,000	$5,800,000,000	$5,875,000,000
2. Total local obligation based on 2% annual increase (See Chart II)	$69,609,815	$73,386,032	$77,229,745	$82,059,258	$86,505,437
3. Amount required to fulfill major recommendations of all other sub-committees	$16,315,000	$16,315,000	$16,315,000	$16,315,000	$16,315,000
4. Total obligation based on 2% annual increase plus amount from 3 above	$85,924,815	$89,701,032	$93,544,745	$98,374,258	$102,820,437
5. Millage necessary to take care of local obligation	15.41	15.87	16.33	16.96	17.50
6. Extra millage required	7.10	7.56	8.02	8.65	9.19
7. Extra millage proposed	7.50	7.50	7.50	7.50	7.50
8. Amount of local funds provided if 7.5 extra mills are approved in 1959	$88,140,750	$89,326,500	$90,512,250	$91,698,000	$92,883,750
9. Funds required for a minimum program of improvements (See Chart V)	$6,378,313	$6,378,313	$6,378,313	$6,378,313	$6,378,313
10. Funds available for capital needs (new buildings)	$12,152,622	$9,562,155	$6,904,192	$3,260,429	— 0 —

It can be seen from the projections indicated on Chart V that if the improvements recommended by all sub-committees were embodied in the operational budget, the extra millage required by 1963-64 would be 9.19 extra mills. After considerable deliberation, it was the opinion of the Finance Sub-committee that the above amount was *not* feasible now.

The committee, however, does believe that a well-documented program calling for 7½ extra mills (3 more mills than the present rate) over a five-year period could meet with the approval of Detroit voters.

In the light of its decision to recommend a 7½ mill proposal the committee computed the local revenues that the above proposal would provide. Since 1963-64 is the peak enrollment year and requires the most operational funds, $86,505,437 local obligation, the difference between this sum and the local funds provided by 7½ extra mills was set aside as the minimum amount for additional services and program improvements. Thus $86,505,437 (line 2, Chart V) deducted from $92,883,750 leaves $6,378,313 for annual improvements and additional services. The detailed figures for these basic improvements are listed in the second column of Chart IV.

Recommendation 4

THE PRESENT 4½ EXTRA MILLS LEVY WHICH EXPIRES IN JULY 1959 SHOULD BE REPLACED BY A NEW 7½ EXTRA MILLS (3 MORE MILLS THAN PRESENT RATE) LEVY FOR A PERIOD OF FIVE YEARS.

STATUS OF STATE AID

Increased funds from state sources cannot be anticipated with any certainty for the next five-year period. In the allocation of State funds there are many factors which place the school district of the City of Detroit at a distinct disadvantage in comparison with other school districts. Wide discrepancies in assessing procedures throughout the state must be corrected if the distribution of state aid is to be on a more equitable basis. The formula for the distribution of funds now in effect, and those proposals which are contemplated by legislators, show no significant improvements for Detroit. Efforts to improve assessment practices in this state and to arrive at a more equitable formula for the distribution of state aid must be continued in the years ahead. Therefore, the funds to be derived from the state are considered in greater detail in Section IX of this report, "Long-Range Program."

LOCAL PROPERTY TAX

Since the Detroit School System is faced with an immediate financial crisis in the spring of 1959, the committee proposes a five-year short-term program and supplements this with recommendations over a longer period extending to 1969. The latter portion is dealt with later. The immediate financial problem can be met only through local property taxes.

Many other types of local taxes were considered by the committee but were ruled out either because: (1) the tax was a small revenue producer and would not solve the immediate financial problem or (2) the time required and the amount of preliminary work necessary to put such a tax in effect place it in the category of a long-range solution. Generally the adoption of revenue producing taxes requires extensive time and effort plus state authorization.

Among the taxes discussed for additional revenue were (1) a city-levied sales tax of perhaps one per cent, (2) a tax on hotel accommodations, (3) a city-levied payroll tax, (4) an additional amusement tax (5) a tax on meters, electrical and gas, in individual homes, and, similar taxes not applied in other cities. Since authorization would be necessary for the above taxes—their immediate application to the current problems of the Board of Education was not deemed practical.

DURATION OF MILLAGE PROPOSAL

It can be seen from the projections shown in Chart I that due to increased enrollments, particularly in the high schools, a high figure for extra millage will be required to maintain even the present operational program through 1969. It was the opinion of the committee, therefore, that the last five years of the coming decade would require other forms of taxation to supplement the funds provided by the property tax. For this reason, Recommendation 4 proposes 7½ additional mills (3 mills more than the current rate) over a five-year period. Beyond 1963-64, some reliance may have to be placed upon taxes other than real and personal property. This is dealt with at greater length in a subsequent section of this report.

Recommendation 5

$6,380,000 SHOULD BE ADDED TO THE BUDGET FOR IMPROVEMENT OF PROGRAM AND ADDITIONAL SERVICES NEEDED.

The committee believes that the recommendations made by other sub-committees of the Citizens Advisory Committee on School Needs should be met as fully as possible. There was agreement among the members that the additional services and improvements which were recommended, all had merit. In fact, these recommendations, when viewed in their entirety, represent a goal toward which the Board of Education should strive. Some of these recommendations, however, can be met only in part within the next five years. The total realization of the goal may in some instances become part of a long-range program.

Referring to Chart V we note that 7½ extra mills (3 more mills than the present rate) will provide $6,378.313 each year in additional service and program improvements. In 1963-64 it is obvious that the extra 7½ mills will provide no funds for new buildings. In the preceding four-year period, however, 1959 through the first half of 1963, approximately $31 million would be available for capital needs.

VII. Capital Needs

ESTIMATED COSTS OF IMPROVEMENT IN SCHOOL PLANT

Capital expenditures, as distinct from operating expenditures which recur each year, are necessary (1) for housing increased school population; (2) for improving present plant facilities to permit an adequate school program for all children; (3) for replacement of worn-out and obsolete buildings; (4) for replacement of major equipment such as boilers and vocational and science equipment; and (5) for new equipment.

This problem of providing for the capital needs of the school system is especially large now for two main reasons. The first is that the school system has grown greatly in the past twelve years—from a membership of 221,676 in 1946 to an estimated membership of 288,241 in 1958. Although a total of $117,839,664 has been expended in these twelve years for increasing and improving the school plant, the funds have not been sufficient to do more than provide for the increase in school membership. Further, the growth is predicted to continue, at least through 1964. The second reason is that there were very limited funds available for building and other capital expenditures from 1930 to 1946 and, in consequence, there is a great backlog of incomplete buildings needing completion, obsolete buildings that should be replaced, and much worn out and obsolete equipment that should have been replaced. At the present time there are 38,600 students attending fifty elementary schools and 4,000 attending two high schools which are of non-fire resistant construction and are characterized by unsanitary facilities, inefficient heating, and general inefficiency of space. Since some of these buildings have had additions constructed over the past forty years, only those portions of these buildings which were built prior to 1912 and which do not lie in future industrial corridors or other civic redevelopment areas are here considered for replacement.

The Sub-committee on School Plant has made an intensive study of Detroit school building needs and an estimate of costs to meet these needs. Its report gives (1) objectives, basic assumptions and limitations; (2) cost estimates of total needs without recommendations; (3) recommended priorities for next ten years; (4) potential economies; and (5) organization of building services.

Using the plant report as the basis, the Finance Sub-committee now presents a summary of the funds required to make the improvements in school plant that are indicated as being needed. It should be noted that the plant sub-committee recommendations are based on the following major assumptions:

1. The 6-3-3 organization
2. Placement of senior high schools on single session with lengthened instructional day
3. The predictions of future school membership made by Department of Administrative Research
4. The costs of construction as $1,200 per elementary pupil and $2,000 per secondary pupil
5. The full utilization of all pupil stations

Chart VI

CAPITAL NEEDS

A. *Additional capacity required to provide a full day for all pupils in 1969 in buildings of 6-6-3 organization*		
1. To maintain present class size (E34, J34, S30)		
Added elementary capacity for 12,065	$ 14,400,000	
Added junior high school capacity for 29,165	58,300,000	
Added senior high school capacity for 7,449	14,900,000	
Total to maintain present class size	$ 87,600,000	
2. To reduce elementary and junior high school class size to 32		
Added elementary capacity for 4,141	$ 4,900,000	
Added secondary capacity for 4,765	9,500,000	
Additional total for E32, J32, S30	$ 14,400,000	
3. To reduce elementary and junior high school class size to 30		
Added elementary capacity for 4,665	$ 5,600,000	
Added secondary capacity for 6,484	13,000,000	
Additional total for E30, J30, S30	$ 18,600,000	
4. To convert excess capacity in elementary and senior high school to junior high school with average class size of 30 Conversion of capacity for 4,483 @ $500	$ 2,200,000	
5. *Total* to provide average class size of 30 and full day for all pupils in 1969 in K-6 elementary, 7-9 junior high, and 10-12 senior high schools		$122,800,000
B. *Replacement of obsolete buildings (portions built before 1912)*		
1. Replacement elementary capacity for 28,266	$ 34,000,000	
2. Replacement secondary capacity for 4,836	9,700,000	
Total		$ 43,700,000
C. *Replacement of temporary buildings in areas where membership is assumed to continue*		
1. Replacement capacity for 1,667		$ 2,000,000
D. *Provision of service buildings*		
1. Administration building	$ 2,900,000	
2. Warehouse completion	500,000	
Total		$ 3,400,000

E. *Provision for the elimination of the accumulated backlog of need in the replacement of major items*		
1. Additional annual amount of $850,000 for ten years for replacement of boilers, electric and plumbing service (an increase from present $750,000 to $1,600,000)	$ 8,500,000	
2. Additional annual amount of $55,000 for ten years for new instructional equipment for old buildings (an increase from present $225,000 to $280,000)	550,000	
Total		$ 9,050,000
F. *To permit modification of Detroit Elementary School Plan by freeing libraries and auditoriums from scheduled classes*		
1. Additional capacity for 15,000 pupils		$ 18,000,000

Summary of capital needs recommended by Plant Committee

A. Additional capacity	$122,800,000	
B. Replacement of obsolete buildings	43,700,000	
C. Replacement of selected temporary buildings	2,000,000	
D. Administration and warehouse buildings	3,400,000	
E. Provision for accumulated backlog for replacement of major equipment	9,050,000	
F. Modification of Detroit Elementary Plan	18,000,000	
GRAND TOTAL		$198,950,000

The use of $198,950,000 for capital needs in the next ten years, over and above the current level of $2,400,000 per year for recurring capital expenditures would accomplish the following results.

1. Equalize educational opportunities by providing adequate school facilities throughout the city.

2. Provide a place for every pupil for a full day in classes of average size of 30 in a K-6 elementary or 7-9 junior high or 10-12 senior high school.

3. Replace obsolete buildings and obsolete portions of buildings, defined as having been built before 1912.

4. Replace temporary buildings where the capacity will continue to be needed.

5. Provide for an adequate central administration building and the completion of adequate warehouse facilities.

6. Provide for the elimination of the current backlog of need which has accumulated for the replacement of major items such as boilers.

7. Provide for modification of Detroit Plan by freeing libraries and auditoriums from scheduled classes.

The Plant Sub-committee has made estimates of costs required if it is desired to change from the "Detroit Plan" of organization in elementary schools to a "self-contained plan." This would require that the library and auditorium be freed from regularly-scheduled classes. To do this would call for three additional rooms in each school.

VIII. Funds Proposed for Capital Program in the Next Decade

In Section VII of this report, a summary of the funds required to fulfill necessary improvements in school plant was presented. The total amount, over and above the current level of $2,400,000 per year for recurring capital expenditures, was shown to be $198,950,000. This grand total was based upon calculations which included a reduction in elementary and junior high school class size to 30 per class. In Section VI the committee has undertaken to present its recommendations for securing adequate funds for additions to present services and improvement of present program. Included within these was Recommendation 4 that "the present 4½ extra mills levy which expires in July, 1959, should be replaced by a new 7½ extra mills levy for a period of 5 years." This recommendation is based on the premise that the funds considered to be attainable would not permit the reduction of class size by more than about 1.5 (to class size 33) and still meet other needs with high priority during the period 1959-1964.

In the light of the above conclusion, the sub-committee on plant was asked for an estimate of the capital requirements based on a class size of 33. It should be noted that in making this assumption and adopting a building program which would accomplish the construction of sufficient classroom space to accommodate 33 pupils per class, the need would arise for a greater number of conversions from present elementary school construction to junior high school buildings. Accordingly, we asked the sub-committee on plant for an estimate of these costs.

The modified capital expenditure program for the next ten years is presented in Chart VII which is to be compared with figures given on pages 21-22.

Chart VII

MODIFIED CAPITAL EXPENDITURE PROGRAM FOR 1959-69

A. *Additional capacity required to provide a full day for all pupils in buildings of 6-3-3 organization*		
1. To maintain present class size (E34, J34, S30)		
Added elementary capacity for 12,065	$ 14,400,000	
Added junior high school capacity for 29,165	58,300,000	
Added senior high school capacity for 7,449	14,900,000	
Total to maintain present class size		$ 87,600,000
2. To reduce elementary and junior high school class size to 33		
Added elementary capacity for 3,069	$ 3,700,000	
Added junior high capacity for 2,281	4,500,000	
Additional total for E33, J33, S30		$ 8,200,000
3. To convert excess capacity in elementary and senior high school to junior high school with average class size of 33[1]		
Conversion of capacity for 17,836 @ $500	$ 8,900,000	
4. *Total* to provide average class size of 33 and full day for all pupils in 1969 in K-6 elementary, 7-9 junior high, and 10-12 senior high schools		$104,700,000

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[1] Difference between Item A-3 and Item A-4 in Chart VI is due to the fact that the lower the class size attained, the less space would there be available in elementary and senior high schools for conversion, since excess capacity is used by additional requirements to lower class size.

(continued on next page)

B. *Replacement of 50% of obsolete buildings (portions built before 1912) during the period 1959-69*[2]

1. Replacement elementary capacity for 14,133	$ 17,000,000	
2. Replacement secondary capacity for 2,418	4,850,000	
Total		$ 21,850,000

C. *Replacement of temporary buildings in areas where membership is assumed to continue*

1. Replacement capacity for 1,667		$ 2,000,000

D. *Provision of service buildings*

1. Administration building	$ 2,900,000	
2. Warehouse completion	500,000	
Total		$ 3,400,000

E. *Provision for the elimination of the accumulated backlog of need in the replacement of major items*

1. Additional annual amount of $850,000 for ten years for replacement of boilers, electric and plumbing service (an increase from present $750,000 to $1,600,000)	$ 8,500,000	
2. Additional annual amount of $55,000 for ten years for new instructional equipment for old buildings (an increase from present $225,000 to $280,000)	550,000	
Total		$ 9,050,000

Summary of modified capital needs

A. Additional capacity	$104,700,000	
B. Replacement of obsolete buildings	21,850,000	
C. Replacement of selected temporary buildings	2,000,000	
D. Administration and warehouse buildings	3,400,000	
E. Provision for accumulated backlog for replacement of major equipment	9,050,000	
GRAND TOTAL		$141,000,000

It should be noted again that in Chart VII the sub-committee on finance has reduced the amounts recommended by the plant sub-committee for the replacement of obsolete buildings. This was done because the committee on finance believes that the program of the replacement of obsolete buildings should be extended over a twenty-year period rather than over a ten-year period. For this reason the sub-committee on finance is recommending that approximately one-half of this program be undertaken during 1959-69.

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[2] Difference between Item B and Item B in Chart VI is due to the fact that the latter concerned replacement of obsolete buildings within a 10-year period while the proposal above recommends that replacement be planned over a 20-year period.

Recommendation 6

A CAPITAL CONSTRUCTION PROGRAM AMOUNTING TO APPROXIMATELY $141,000,000 SHOULD BE CARRIED OUT DURING THE PERIOD 1959-1969.

This proposal of $141,000,000 will equalize educational opportunities by providing adequate school facilities throughout the city. Further, it will provide a place for every pupil for a full day in classes of average size of 33 in the K-6 elementary, or 7-9 junior high, and of 30 in 10-12 senior high school. It will also provide for the replacement of half of the obsolete buildings. If this capital construction program is carried out it should be possible to end double sessions in high schools as soon as the program is approved by the voters and the buildings can be built.

Of the total amount which the sub-committee on finance recommends for capital improvement over the ten-year period approximately $31,000,000 will be available during the first four years of 1959-1963, if Recommendations 4 and 5 are approved by the Board of Education and the extra mills are approved by the voters. This would mean a balance of $110,000,000 to be obtained through other sources.

Recommendation 7

AUTHORIZATION FOR A BOND ISSUE TO SUPPLEMENT THE FUNDS ATTAINED BY THE ADOPTION OF THE MILLAGE PROPOSAL OUTLINED IN RECOMMENDATION 4 SHOULD BE PROPOSED TO THE VOTERS. THE PERIOD OF THE BOND ISSUE SHOULD BE FOR NOT LESS THAN 25 YEARS.

No specific recommendation is offered as to whether bonding issue should be proposed to the voters simultaneously with the millage or at a later date. The sub-committee on finance believes that a combination consisting of Recommendations 4, 5, and 7 offer the best attainable solution to the complex problem of obtaining minimum funds for operational and capital needs. The committee believes that the Board of Education would issue bonds only as the need arose, and this would mean that perhaps some of the bonds would not be sold until the second five-year period in 1964-1969. The total program which the committee has outlined meets the minimum capital and operational needs and represents a program which the committee believes the community will accept and adopt.

The exact cost of using bonds cannot be computed now since the interest rate at the time bonds are sold cannot be pre-determined. It should be noted that under present Michigan law the authorization of a bond issue carries with it the provision for the additional millage required to service the bonds in case of bonds issued prior to July 1, 1962.

IX. Long-Range Program

A SOUND PROGRAM FOR THE FUTURE OF SCHOOL FINANCE

The needs of public education in Detroit, as reflected in the reports of the Regional and City-wide Citizens Advisory Committees, are currently so great and so likely to increase substantially that the entire area of school financing must be re-examined with a fresh look. In the previous section the sub-committee has indicated its best judgment and its recommendation for financing the schools during the next five years. It is now proposed to discuss a number of suggestions that bear on school finance during the next ten or twenty years. Here are listed potential sources of increased funds for schools that have been proposed by some regional committees and by other groups concerned with the welfare of the schools. Fundamental to this entire discussion is the conviction that schools are too dependent on real and personal property taxes and that they must be supplemented by other forms of taxes so that the total tax burden is distributed more equitably.

A. IMPROVEMENT OF ASSESSMENT PROCEDURES

Recommendation 8

THAT THE BOARD OF EDUCATION URGE A COMPLETE UNIFORM REASSESSMENT OF REAL AND PERSONAL PROPERTY IN THE CITY OF DETROIT, COUNTY OF WAYNE, AND STATE OF MICHIGAN OVER A RELATIVELY SHORT PERIOD OF TIME.

1. *Assessment at true cash value in Detroit and throughout the state. Perhaps a complete re-assessment at one time.*

Present law calls for the assessment of all real and personal property at true value. By real property is meant real estate—buildings and land. By personal property is meant such items as business machinery, furniture, inventories, construction in progress, etc. It is generally understood that the term "true value" means present market value, or the price at which the real or personal property could be sold. Present assessing procedures, however, do not result in a uniform assessment based upon true value. Until 1958 the general practice in Detroit was to assess personal property at approximately 90% of its true value. In 1958 this procedure was changed and the assessment of personal property was based upon 87½% of true value, 2½% lower than the percentage previously used. This, of course, resulted in a decrease in the assessed valuation of personal property in the City of Detroit and in a consequent loss of revenue.

Although figures and estimates vary widely, the Sub-committee understands that business and industrial real property is assessed today at an average of 58% to 62% of its true value. It can be seen here that some discrepancy does exist between the assessing standards used for real property and those used for personal property.

When we look at the assessing procedures for residential real property, we find that practice here is to assess at an average of 40% to 46% of the true value of the property. This, again, reflects a different policy than for personal property or for industrial real estate.

The summary report of the Dodge committee states that there are wide ranges in the ratio of assessed value to the true value in each classification. Thus the ratio for old houses ranges from 13.6% to 121.1%, for new houses from 28.4% to 94.2%, for industrial buildings from 28.6% to 138.5%, for commercial buildings from 11.9% to 164.8%.

Each year the Assessors assess new buildings and other property not on the rolls previously. Also the Assessors may re-assess a number of properties that had been assessed before. Such a process results in assessment rolls where some of the assessments are on 1958 values and some on 1948, or 1938, or even earlier. It cannot be said that the assessments are uniform throughout the entire school district.

It appears that the only way to arrive at a situation where all property is assessed on a more equitable basis will be to re-assess the entire City of Detroit at one time, or during one year. This, of course, would involve considerable expense and would involve the calling in of additional help to perform the actual re-assessing. It is the opinion of the Sub-committee, however, that such additional cost would be more than justified by the more equitable collection of taxes and by the increased revenues which would be produced as a result of the thorough and well-organized re-assessment of the entire City of Detroit at one time.

2. *Further Development of Assessment Procedures Throughout the State.*

At the present time the County Board of Equalization is responsible for equalizing assessments within the county and the State Board of Equalization for equalizing assessment values among the various counties. These County and State Equalization Boards do bring about greater fairness in the final assessment of property in the various parts of the state but the procedure is far from perfect. The original assessment is made by local units of government and uniform procedures are not always used there.

If the City of Detroit were to attempt to bring its assessments completely into line with the true value of property being assessed, the City and the Detroit School District would be penalized if the other school districts throughout the state are assessing at lower fractions of the true value of the property and these lower assessments are not fully corrected by the State Equalization Board. Any move, therefore, on the part of the City of Detroit to embark upon a program of scientific re-assessment should be accompanied by similar action throughout the State of Michigan. If such re-assessing were carried out more uniformly throughout the state, the State Equalization Board would be able to equalize assessments much more adequately. The procedure of equalization must be such that variations in assessments throughout the state are truly equalized on the tax bills.

B. INCREASED STATE AID

Recommendation 9

THAT THE BOARD OF EDUCATION SUPPORT STATE LEGISLATION TO PROVIDE THAT STATE REVENUE FOR SCHOOLS WILL BE DISTRIBUTED ON A BASIS THAT INSURES EQUITABLE TREATMENT TO ALL SCHOOL DISTRICTS.

The State of Michigan pays an average of 54% of the total cost of school districts within the state. It should be pointed out, however, that within the State of Michigan the percentage of state aid is dependent upon the assessed valuation of the local school district. The state aid formula specifically makes a subtraction from the basic allowance in direct proportion to the state equalized assessed valuation. This computation is shown in Appendix I. We find, then, that the state aid for Detroit schools amounts to only 41% of our total school budget, while in some districts it is 85% or more, and the average for the state is 54%. Also, the state aid formula takes no account of the distinctive needs in an urban area such as Detroit. Detroit's city taxes for municipal services that are required in a very large city and authorized in its charter are much higher than most village and small town taxes. In consequence, it is difficult to levy the school taxes actually needed. The state aid formula should make adjustments for such situations.

There are two aspects to the problem of state aid for education. One is the total amount of money which the state has for distribution to schools; this amount depends of course upon the various kinds of taxes utilized by the state and the yield from them. The other is the formula for distribution of the funds of state aid for education for the various districts. The Detroit school system has a substantial stake in both aspects of the problem. If additional funds can be made available for state aid to education Detroit will benefit further. Equity indicates a need for modification of the state aid formula which would take into account additional factors and which would result in the Detroit schools receiving a larger share of state aid than heretofore.

Increased state aid to education in Detroit is dependent upon several factors exclusive of the availability of additional funds. The committee believes that Detroit could receive a greater share of existing state funds through the following measures:

1. Reorganization of smaller school districts resulting in greater efficiency.
2. Uniform re-assessment at a more realistic ratio to current values.
3. Increased qualifying millage for state aid.
4. Equitable distribution of state moneys based on need.

State tax policies have been under continuing study by legislative committees and other groups for many years. The present situation in the state government has led to a series of studies which are now going on, the results of which will be reported to the Legislature in 1959. It is anticipated that the legislature will give serious consideration to various suggestions for additional taxes. These include the state income tax which is used in many states and which has the special advantage of producing revenue in close relationship to the level of the total economy.

C. ESTABLISHMENT OF A METROPOLITAN AREA UNIT (THREE OR SIX COUNTIES) WITH A NEW TAX FOR SCHOOL PURPOSES

Recommendation 10

THAT THE BOARD OF EDUCATION ENCOURAGE DISCUSSIONS AND PLANNING FOR A METROPOLITAN AREA TAXING UNIT FOR SUPPLEMENTARY SCHOOL REVENUES.

A review of the trend of expenditures over the last ten-year period indicates that the per capita cost of operation of schools has increased annually. It is logical to assume that even on a conservative basis the next ten years will see annual rises in the per capita cost of instruction and school operation. Coupled with this fact is the realization that the City of Detroit will not be able to maintain the rate of increase in the assessed valuation of its real and personal property that it has enjoyed over the past ten years. There is a tendency for the state equalized assessed valuation to flatten out and thus provide very little annual increase in revenue, if those revenues are based upon a fixed tax rate on real and personal property.

These two factors add up to one very obvious conclusion and that is that the property tax does not yield revenue in a manner which keeps pace with the expansion of the economy.

As the financial needs of the school districts in the neighboring counties of Oakland and Macomb take on a complexity and an urgency which is comparable with that of Wayne County, it may become possible for the school districts in these three counties to join together in the levying and collecting of a tax which would be distributed on a per capita basis through the tri-county regional area. In fact, the problems for surrounding counties even indicate that a six-county area including Wayne, Oakland, Macomb, Washtenaw, Monroe and Genessee Counties, might be considered in a study of this kind. It is realized that this is a long-term recommendation, that the cooperation of the other counties is vital to the formation of such a regional unit, and that legislative authorization would be required, but it is the belief of the Finance Sub-committee that this kind of tax levied in this manner could go a long way toward providing the increasing amounts of revenue needed.

D. INCORPORATION OF LOCAL INCOME TAX IN STATE PLANS

As an alternative to the proposal in "C" above, Wayne County, together with other interested counties, might ask the State Legislature to add on an additional amount to any state income tax it may enact and this additional percentage would be collected only in those counties specifically requesting it. The state would then collect the total tax and return to the counties that portion of it specifically collected for the school districts in the counties.

Any additional cost to the state for collection of the additional amount and for administration of the program would properly be charged back to the area unit, but these additional costs would be materially less than the cost of collection if done independently, as suggested in "C".

E. REVISION OF 15-MILL LIMITATION ADOPTED IN 1932

Recommendation 11

THAT THE BOARD OF EDUCATION CONSIDER THE DESIRABILITY OF HAVING THE PRESENT OUTDATED 15-MILL LIMITATION RAISED.

During the depression era in 1932 the people of the State of Michigan approved a constitutional amendment limiting the tax rate levied by the County, Township and School District to a maximum of 15 mills per dollar (or $15 per $1000) of assessed valuation, but with provision for temporary lifting of the limit by a vote of the people in particular areas. The revenue from the 15 mills in Detroit must be divided among Wayne County, the Detroit Public Schools, and the Detroit Public Library. At the present time the Wayne County Tax Allocation Board allows 8.31 mills of the total for the School District of the City of Detroit.

The constitutional amendment regarding the 15-mill limitation which was adopted in 1932 includes a provision that the governmental unit, such as the school district, may submit to the voters a request for additional taxes when the amount made available by the Tax Allocation Board is deemed insufficient. The Detroit Board of Education submitted such proposals successfully in 1949 for the 1949-54 period and again in 1953 for the 1954-59 period. The proposal must be for a stated increase in the tax rate which would apply during a definite period of years not to exceed 20.

School districts throughout the state are finding that the 15-mill limitation does not allow sufficient funds for necessary school budgets. This constitutional provision is one of the main obstacles which the school districts in the state must overcome if they are to solve their financial problems in a rational and orderly manner. The present procedure of going directly to the voters for specific approval for increases in the tax rate amounts to one emergency measure after another. The Sub-committee believes that this process is not conducive to the formulation of a firm, sound taxing policy for the support of schools and county government. As long as building increased and assessments grew in Detroit the 15-mill limitation was not especially dangerous to progress. Now, however, as Detroit faces an apparent plateau in assessed valuation of property, the limitation is increasingly serious.

F. FEDERAL AID

The Factual Report (Appendix I) indicates that the amount of federal aid now received by the Detroit public schools is relatively small. Federal aid for education has been proposed and studied by various educational groups over a long period of years. Proponents of federal aid to education call attention to the fact that the federal government has broad taxing powers which local and state governments do not possess. Reference is made particularly to the federal income tax. Furthermore, proponents of federal aid call attention to the inequalities in educational opportunities that now exist among the states and they feel these inequalities can be remedied only by providing federal support. Opponents of federal aid stress the danger that federal control of education will accompany federal support. Also in Michigan and other states in like position they emphasize that federal aid for education will mean more money going out of the state for federal taxes than is returned for school support. The committee makes no recommendation in this area.

Concluding Statement

The finance recommendations are only for a five-year period and are in a sense "interim" recommendations. We urge that as soon as possible steps be taken by the Board of Education to evaluate the long-range recommendations made in our report and that measures be initiated to place Detroit's public school program on a more constructive and firm fiscal basis.

We affirm that public education is an investment in Detroit's future, an investment which cannot wait for better times or for more comfortable days. Whatever the changes that may take place in Detroit's economy, our most obvious need is more intensive and better education for our children now. Good schools are necessary for improving what we have, for planning what we will need, and for providing us with the capacity and skill to face the future with confidence. Education is a gradual and continuous process. Today's child cannot wait for tomorrow to receive his education. *Financial support of education is not primarily a question of resources but—of public attitudes and policy.*

FINANCE

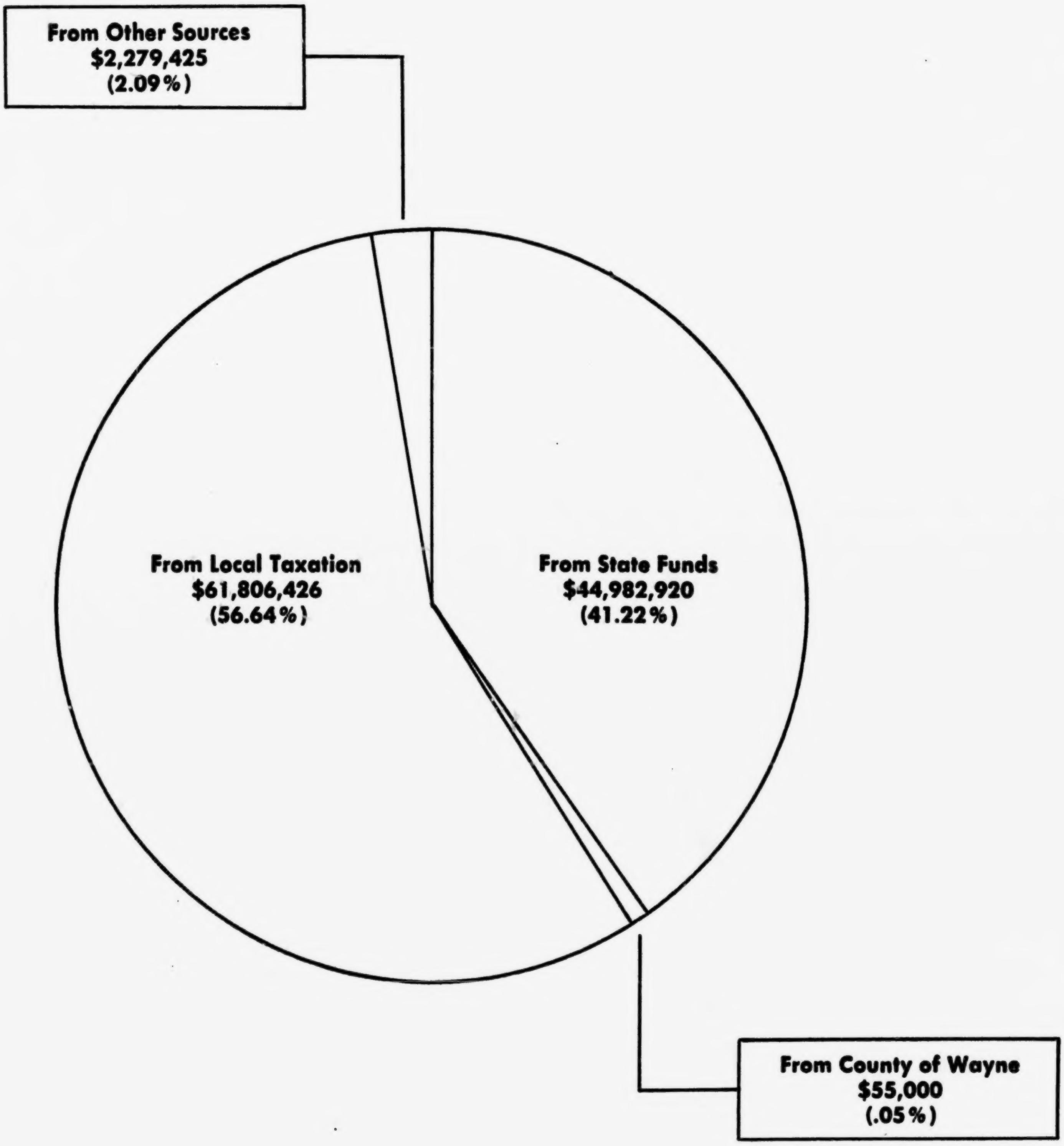
Highlights of Factual Data

The following "highlights" are compiled and brought up to date from the factual materials collected by the committee. This section contains data in the following areas:

1. Breakdown of Detroit's Revenues and Expenditures.
2. Trends in Per Pupil Costs.
3. Trends in Revenues and Expenditures.

The Board of Education — City of Detroit

Budgeted Anticipated REVENUES for 1957-58*



TOTAL REVENUES
$109,123,771

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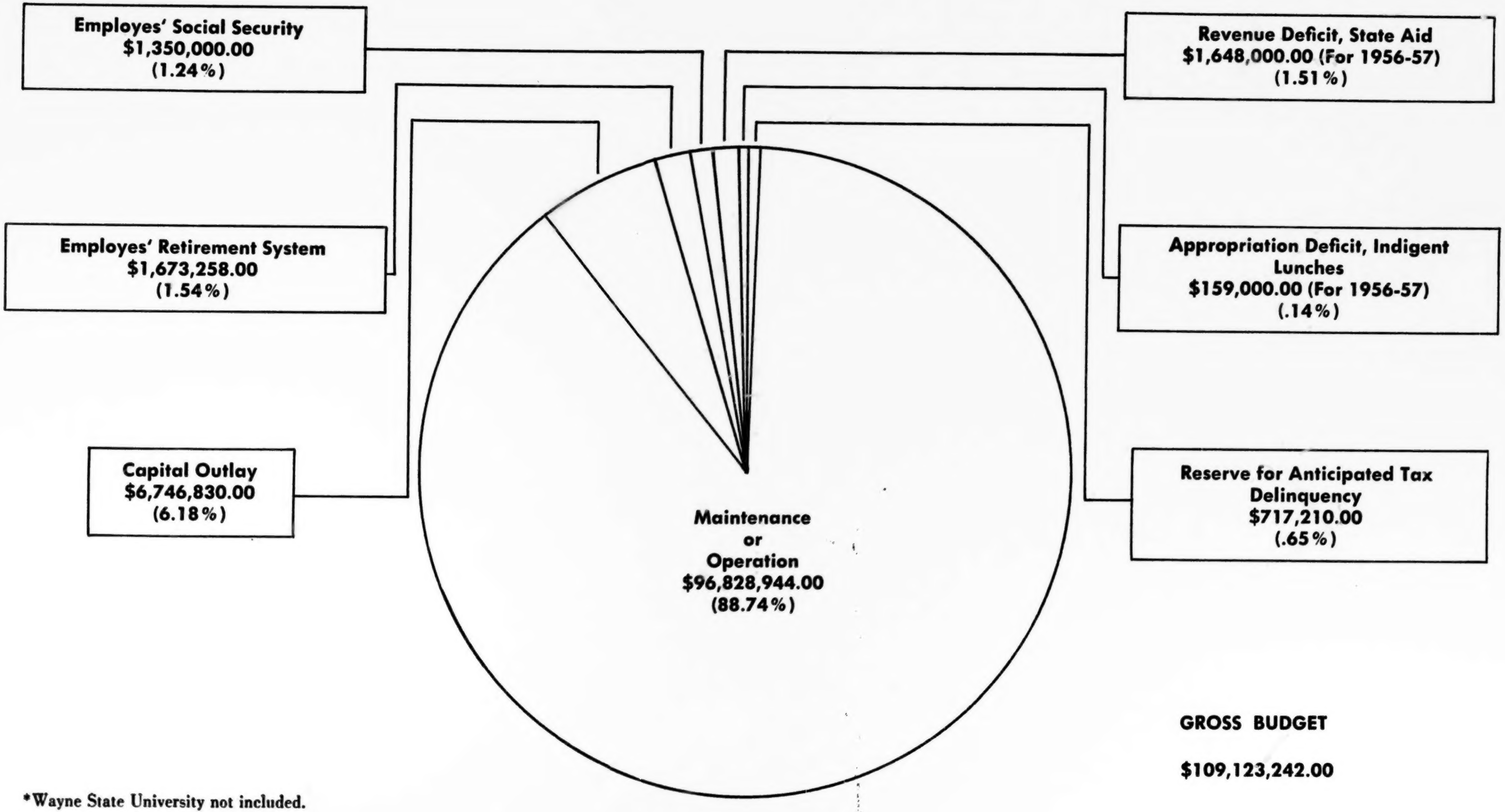
*Wayne State University not included.

The Board of Education — City of Detroit

BUDGET ALLOCATIONS FOR 1957-58*

EXPENDITURES



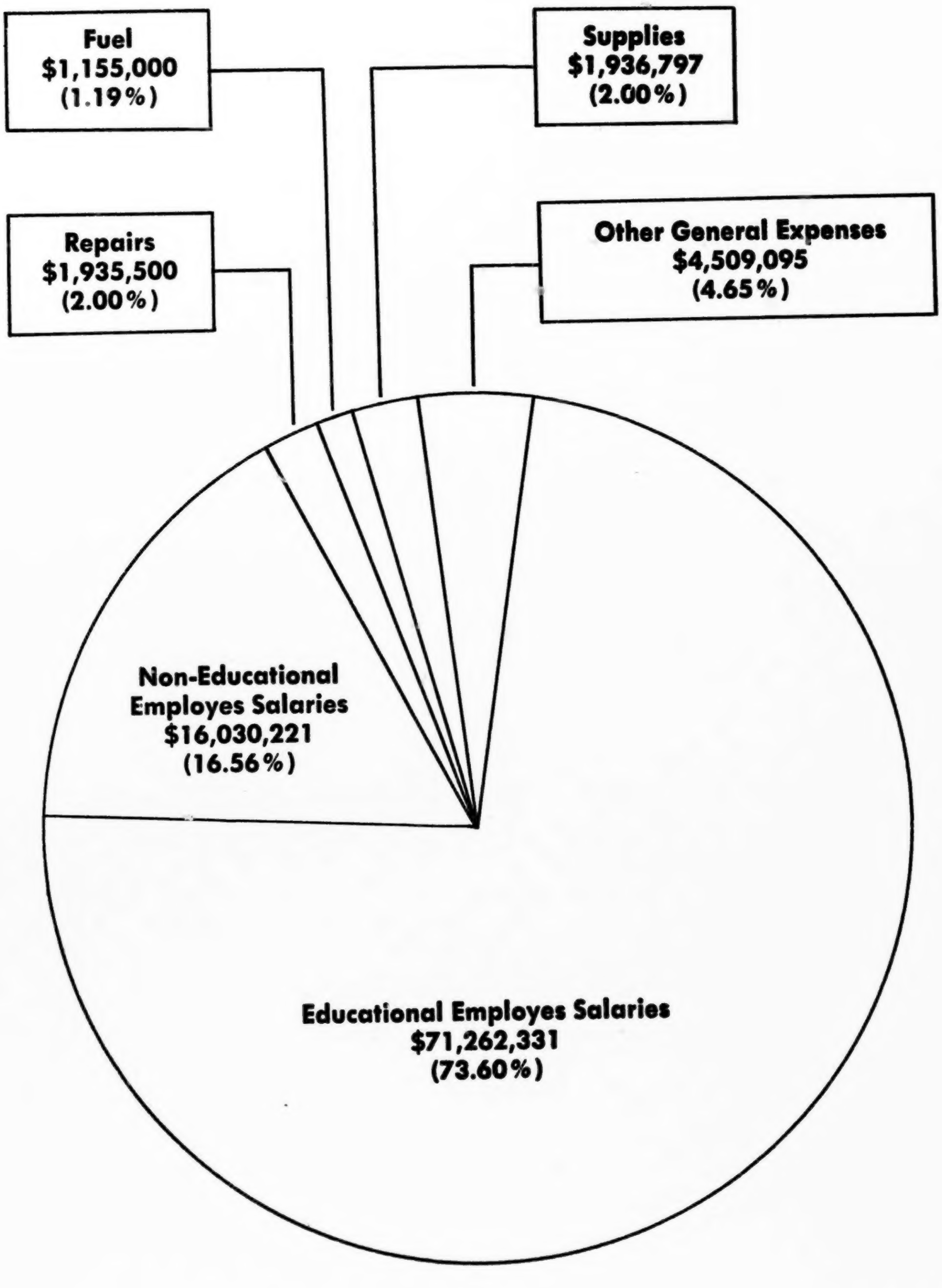
GROSS BUDGET

$109,123,242.00

*Wayne State University not included.

BREAKDOWN OF OPERATION OR MAINTENANCE BUDGET

Detroit Public Schools 1957-58*



TOTAL
$96,828,944

*Wayne State University not included.

Detroit Board of Education

PER PUPIL ALLOCATION, 1957-58

Based on an estimated membership of 284,997 in September, 1957

1. *Per Pupil Allocations, Maintenance or Operation:*

Teachers Salaries	$250.04	
Salaries, Other Employes	56.25	
Repairs	6.79	
Fuel	4.05	
Supplies	6.80	
Other General Expenses	15.82	
Total		$339.75

2. *Capital Outlay and Other Expenditures:*

Capital Outlay	$ 23.67	
Retirement System	5.87	
Social Security Payment	4.74	
Revenue Deficit	5.78	
Appropriation Deficit	.56	
Reserve for Tax Delinquency	2.52	
Total		43.14
		$382.89

3. *Revenue Per Pupil:*

Credits (state and other sources)	$166.03	
Local Taxation	216.86	
Total		$382.89

TOTAL DAILY CURRENT EXPENDITURES PER PUPIL
for the
FIVE LARGEST CITIES

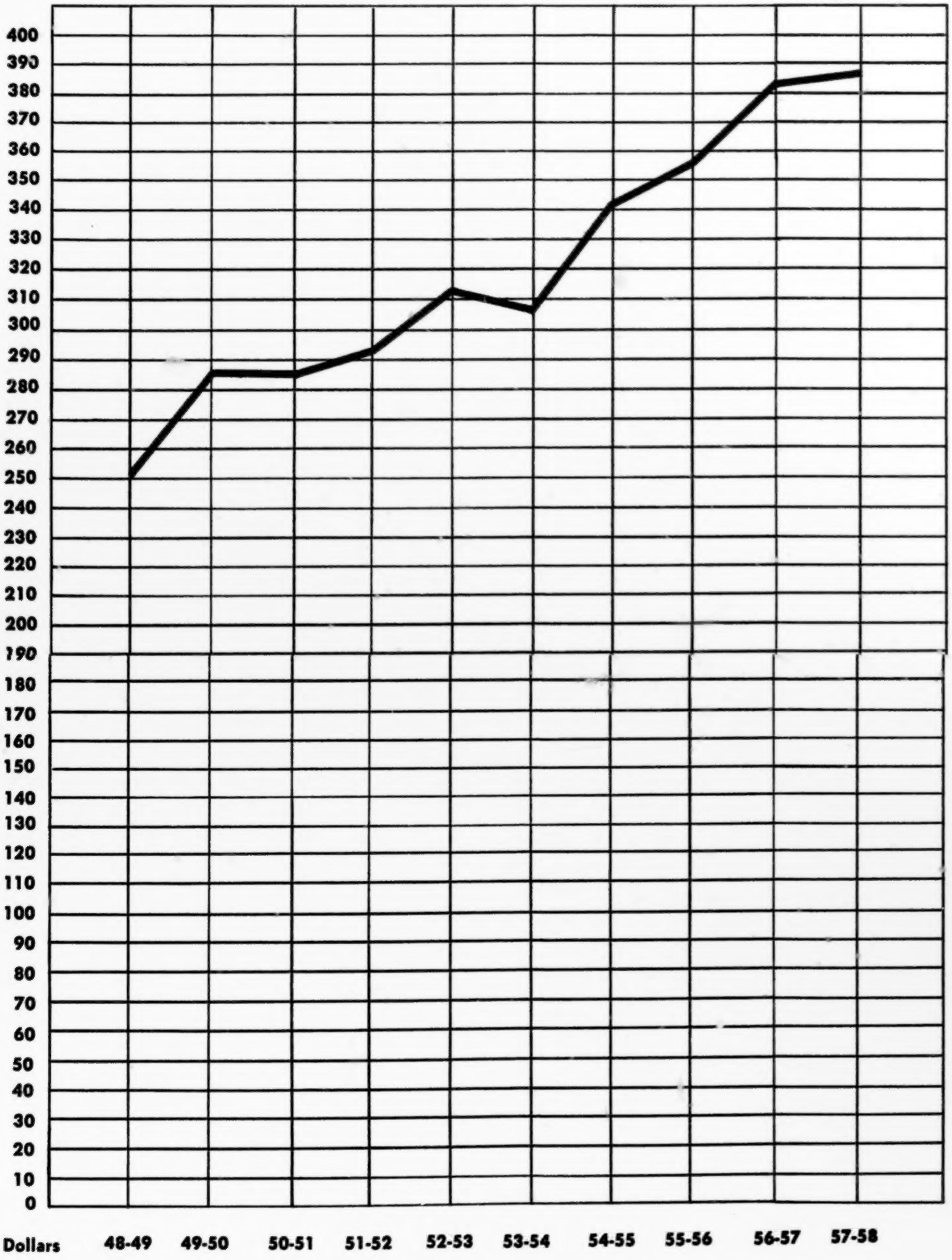
CITY	PER CAPITA 1955-56	DAYS ACTUALLY TAUGHT 1955-56	EFFECTIVE BUYING INCOME PER FAMILY* 1956
New York	$2.17	190	$6,422
Chicago	1.99	190	7,484
Los Angeles	1.91	179	6,384
DETROIT	1.87	186	7,649
Philadelphia	1.77	186	6,478

*Estimated Effective Buying Income After Federal, State and Local Taxes, *Sales Management*, May 10, 1957.

Detroit Public Schools

COST PER PUPIL

1948-1958



1948-1957 FUNDS IN BUDGETED DETROIT SCHOOL EXPENDITURES

(in thousands)

ITEM	1948-49	%	1950-51	%	1952-53	1954-55	%	%	1956-57	%	957-58	%
Current Costs	$46,088,	80.72	$53,582,	80.28	$65,577,	83.41	$74,914,	81.71	$ 88,791,	83.34	$ 96,829,	88.73
Capital Costs	6,325,	11.08	9,442,	14.15	8,543,	10.87	13,281,	14.48	12,200,	11.45	6,747,	6.18
Deficits	3,267,	5.72	1,761,	2.64	927,	1.18	250,	.27	2,000,	1.22	1,807,	1.66
Reserve for Tax Delinquency	415,	.73	551,	.82	572,	.72	726,	.79	682,	.64	717,	.66
Retirement, Social Security	1,000,	1.75	1,405,	2.11	3,000,	3.82	2,518,	2.75	3,563,	3.35	3,023,	2.77
Total Appropriations	$57,095,	100.00	$66,740,	100.00	$78,619,	100.00	$91,689,	100.00	$106,537,	100.00	$109,123,	100.00

SOURCES, REVENUE, AND PER CENT OF TOTAL REVENUE

For Detroit Public Schools, 1948-57*

(by thousands)

YEAR	LOCAL	% OF TOTAL	STATE	% OF TOTAL	COUNTY	% OF TOTAL	OTHER SOURCES	% OF TOTAL	TOTAL ELEMENTARY-SECONDARY BUDGET
1948-49	$27,128,	47.52	$27,206,	47.65	—	—	$2,760,	4.83	$ 57,095,
1950-51	36,745,	55.06	28,459,	42.64	$27,	.04	1,508,	2.26	66,740,
1952-53	41,117,	52.30	35,235,	44.82	33,	.04	2,233,	2.84	78,619,
1954-55	51,108,	55.74	39,040,	42.58	38,	.04	1,503,	1.64	91,689,
1956-57	57,951,	54.40	46,732,	43.86	50,	.05	1,803,	1.69	106,537,
1957-58	61,305,	56.18	45,482,	41.68	55,	.05	2,279,	2.09	109,123,

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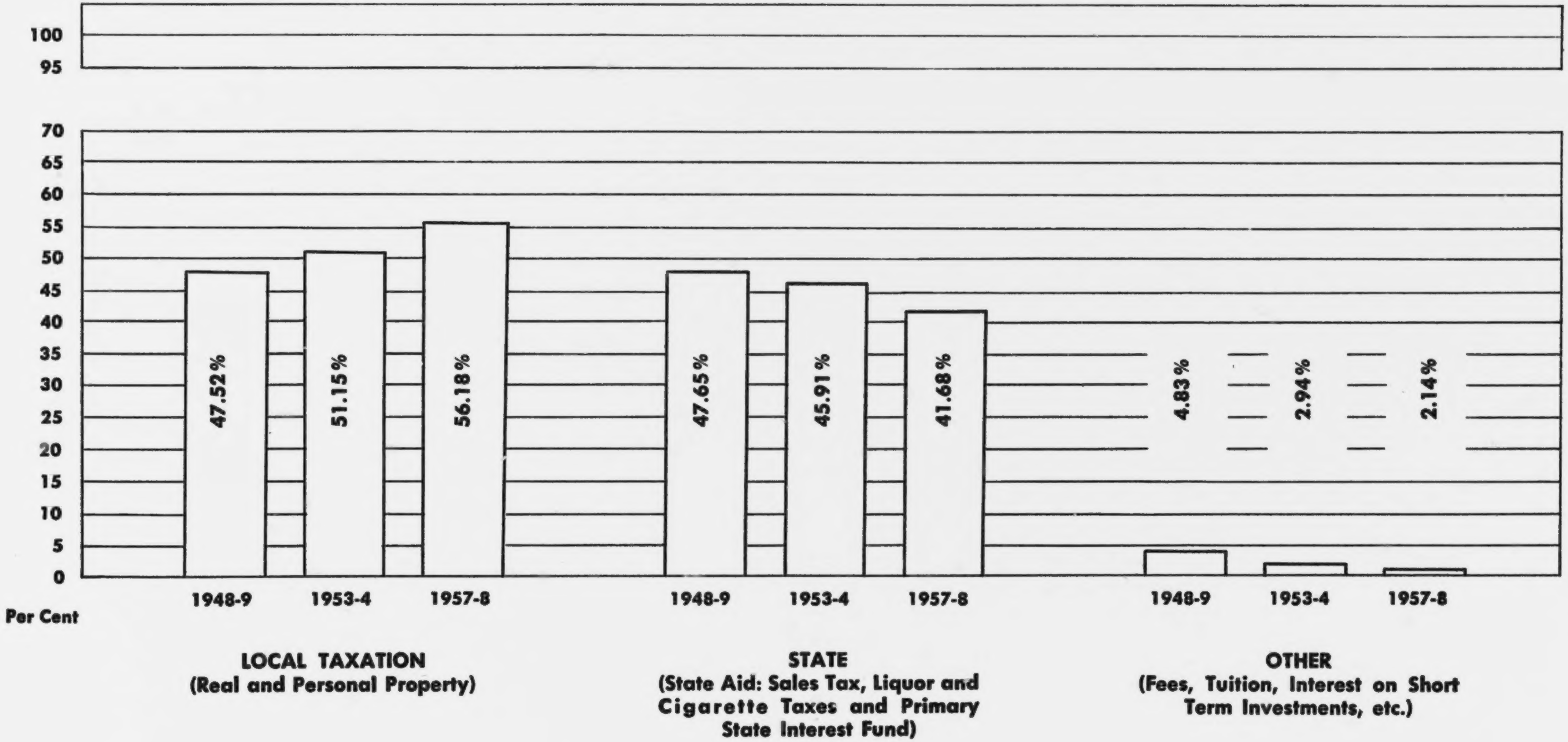
*Wayne State University not included.

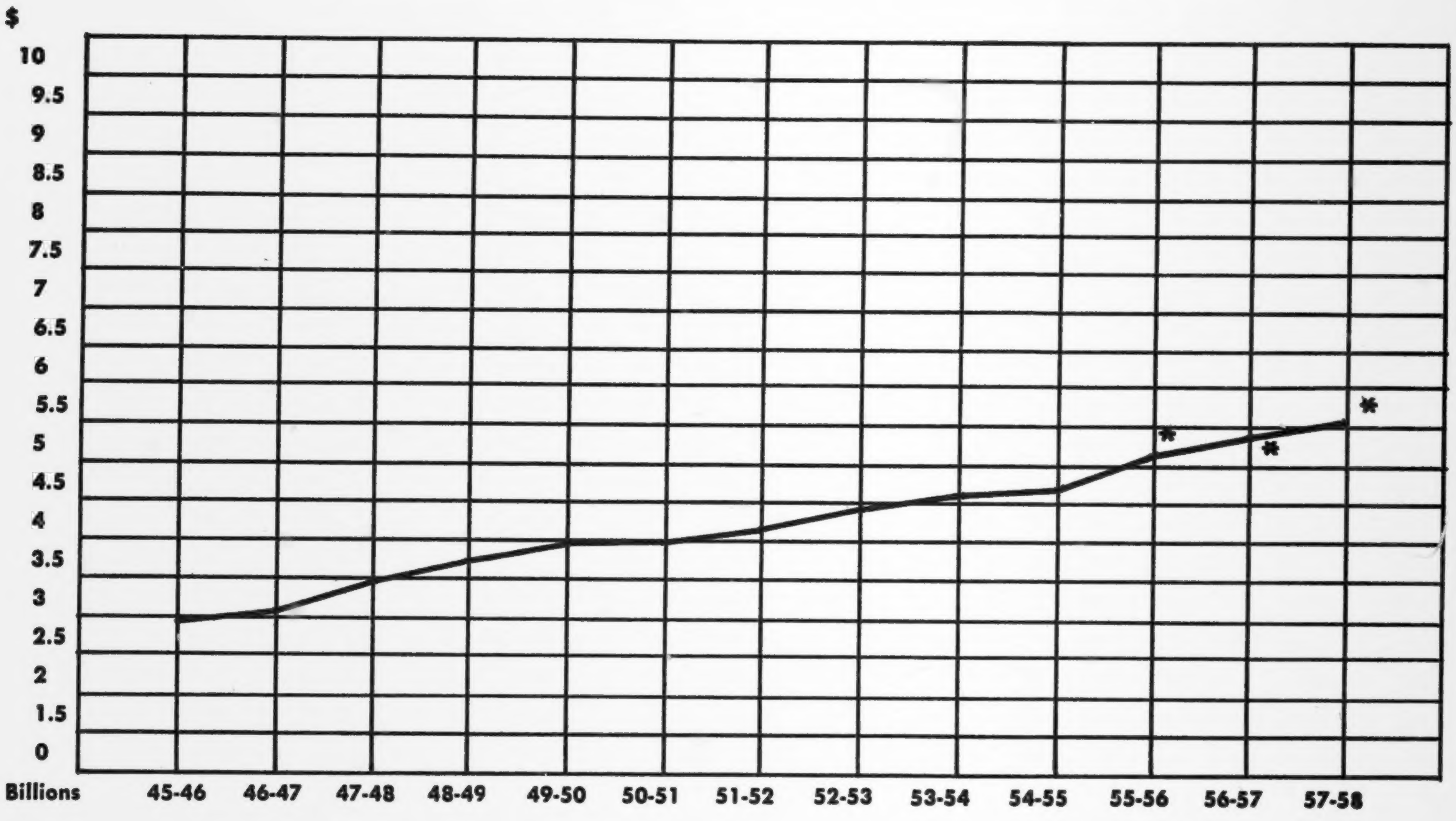
TRENDS IN DETROIT PUBLIC SCHOOL REVENUES

1948-1958



ASSESSED VALUATION — CITY OF DETROIT

1945-1957



YEAR	ASSESSED VALUATION
1945-1946	$2,906,345,890.
1946-1947	3,000,517,242.
1947-1948	3,462,146,922.
1948-1949	3,745,817,710.
1949-1950	3,979,780,680.
1950-1951	3,953,197,530.
1951-1952	4,196,857,170.
1952-1953	4,497,951,930.
1953-1954	4,592,304,610.
1954-1955	4,742,384,390.
1955-1956	5,156,732,034.*
1956-1957	5,304,576,845.*
1957-1958	5,598,628,158.*

*State Equalized.

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ON SCHOOL NEEDS

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